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ABSTRACT

Testimony from a Congressional hearing on drug education is presented in this document. After an opening statement by Representative Major R. Owens, statements are included by Representatives Jose E. Serrano and Cass Ballenger. Testimony and/or prepared statements from these individuals are included: (1) Joseph A. Fernandez, Chancellor, New York City Public Schools; (2) Joan Goodman, District Representative, United Federation of Teachers, Bronx (New York; (3) Davina Ragland and Walesca Sosa, senior high school students, Jane Adams Vocational High School, Bronx (New York); (4) Robert York, Acting Director for Program Evaluation in Human Service Areas, General Accounting Office; (5) Ozelious J. Clement, Director, Jackie Robinson Center for Physical Culture; (6) Vincent Giordano, Director, Office of Substance Abuse Prevention, New York City Public Schools; (7) D. Max McConkey, Director, Network, Inc.; (8) Thomas Connelly, Coordinator, Special Counseling Programs, Wappingers Central School District; (9) Gerald Edwards, Director, North East Regional Center for Drug Free Schools and Communities; and (10) Michael Kiltzner and Allan Y. Cohen, Pacific Institute for Research and Evaluation. (ABL)

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FIELD HEARING ON THE DRUG EDUCATION PROGRAM

ED338995

HEARING

BEFORE THE

SUBCOMMITTEE ON SELECT EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

ONE HUNDRED SECOND CONGRESS

FIRST SESSION

HEARING HELD IN BRONX, NY, MAY 17, 1991

Serial No. 102-46

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FIELD HEARING ON THE DRUG EDUCATION PROGRAM

FRIDAY, MAY 17, 1991

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON SELECT EDUCATION,
COMMITTEE ON EDUCATION AND LABOR,
Bronx, NY.

The subcommittee met, pursuant to notice, at 11:10 a.m. in the auditorium of Argus Community, Inc., 760 East 160th Street, Bronx, New York, Hon. Major R. Owens [Chairman] presiding.

Members present: Representatives Owens, Serrano and Ballenger

Staff present: Wanser Green, Laurence Peters, Allan Lovesee, Rachael Lewis and Kathy Gillespie.

Chairman OWENS. The hearing of the Subcommittee on Select Education is now in session.

I yield for an opening statement to our host Mr. Serrano.

Mr. SERRANO. Thank you, Mr. Chairman. First, Mr. Chairman, even though today's subject is one that's very difficult and definitely sad, it is still very exciting to have a committee, a subcommittee of the government of the greatest country on earth come to the South Bronx to hold this hearing, so I thank you and I certainly thank Mr. Ballenger for this opportunity.

Mr. Chairman, I would like to thank you for providing my South Bronx community the opportunity to participate in a hearing which holds within its ambit issues critical to the future of so many of our youth.

Could we ever have imagined decades ago the degree to which drugs have taken over our streets and intruded into the very core of our communities and our families?

We have all read the statistics reflecting drug use among school-aged children. And it is with a sense of horror that one learns that 2.3 percent of America's high school students admit having used marijuana and inhalants while in elementary school, and worse, some 13,000 of these students said they had used cocaine, PCP, heroin, barbiturates and tranquilizers in elementary grades.

Such statistics certainly dramatize the issue, but in truth, we do not need them to appreciate the severity of this epidemic. All we need to do is look out our windows. In all too many inner-city neighborhoods, drug dealers have taken over our streets, and with the drugs have come crime and violence.

And the saddest, most devastating consequence of this is that so many of our youth in seeking to escape their bleak environment

and an economic recession with its high unemployment, have found a rationalization for both using and selling drugs.

Our schools, once considered sanctuaries for socialization and academic achievement, have become havens for many peddlers. Drugs in school not only disrupt the life of those who abuse them, they distract their classmates. And students who fall behind in their studies require more personalized attention in an already overburdened school system. And teachers are asked to assume the added responsibility of counseling our children on problems related to drug abuse.

Our children observe their role models, athletes, musicians and other public figures involved with drugs and tragically, often their own family members, and they get the message that drugs are acceptable. Then, as an economic proposition, selling or even running drugs is perceived, unfortunately, as a high return on little investment.

Are we, in effect, encouraging our youth to get involved in the drug market because we cannot provide them with an education that assures acceptable alternatives? I certainly hope not. If that proves to be the case, we shall be responsible for having lost an entire generation of our children.

That brings us to the important subject of today's hearing. Education should not be a continuing target of cuts at any level of government, especially in today's climate. Hearings such as this provide us the opportunity to listen to those who suffer the effects of such cuts. That information is vital for the development of legislation to create, maintain or expand effective programs.

Concerning drug abuse education specifically, in this competitive economy with an increasing demand for high tech skills on one hand and the work force strained with a rising rate of school dropouts and illiteracy on the other, effective drug education in schools is an absolute priority.

With us today we have many people who will be directly affected by the legislation resulting from this hearing. We welcome them and their interest in this vital issue. I join the chairman in expressing our appreciation to each of the witnesses who will be giving us the benefit of their testimony.

Thank you, Mr. Chairman.

[The prepared statement of Hon. José E. Serrano follows:]

STATEMENT OF HON. JOSÉ E. SERRANO, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. Chairman, I would like to thank you for providing my South Bronx community the opportunity to participate in a hearing which holds within its ambit, issues critical to the future of so many of our youth.

Could we ever have imagined, decades ago, the degree to which drugs have taken over our streets and intruded into the very core of our communities and our families?

We have all read the statistics reflecting drug use among school-aged children. It is with a sense of horror that one learns that 2.3 percent of America's high school students admit having used marijuana and inhalants while in elementary school! And worse, some 13,000 of these students said they had used cocaine, PCP, heroin, barbiturates and tranquilizers in elementary grades!

Such statistics certainly dramatize the issue but in truth, we do not need them to appreciate the severity of this epidemic. All we need do is look out our windows in all too many inner city neighborhoods. Drug dealers have taken over our streets, and with the drugs have come crime and violence.

And the saddest, most devastating consequence of this is that so many of our youth, in seeking to escape their bleak environment and an economic recession with its high unemployment, have found a rationalization for both using and selling drugs.

Our schools, once considered sanctuaries for socialization and academic achievement, have become havens for many peddlers. Drugs in school not only disrupt the lives of those who abuse them; they distract their classmates. And students who fall behind in their studies require more personalized attention in an already overburdened school system. And teachers are asked to assume the added responsibility of counseling our children on problems relating to drug abuse.

Our children observe their role models—athletes, musicians and other public figures—involved with drugs, and, tragically, often their own family members; and they get the message that drugs are acceptable. Then, as an economic proposition, selling or even running drugs is perceived, unfortunately, as a high return on little investment.

Are we in effect encouraging our youth to get involved in the drug market because we cannot provide them with an education that assures acceptable alternatives?

I certainly hope not. Because if that proves to be the case, we shall be responsible for having lost an entire generation of our children.

And that brings us to the important subjects of today's hearing. Education should not be a continuing target of cuts at any level of government, especially in today's climate. Hearings such as this provide us the opportunity to listen to those who suffer the effects of such cuts. And that information is vital for the development of legislation to create, maintain or expand effective programs.

Concerning drug abuse education specifically—and in this competitive economy with an increasing demand for high tech skills on one hand and the work force strained with a rising rate of school dropouts and illiteracy on the other—effective drug education in schools is an absolute first priority.

With us today, we have many people who will be directly affected by the legislation resulting from this hearing. We welcome them and their interest in this vital issue. And I join the Chairman in expressing our appreciation to each of the witnesses who will be giving us the benefit of their testimony. Thank you, Mr. Chairman.

Chairman OWENS. Thank you, Mr. Serrano.

I yield to Mr. Ballenger an opening statement.

Mr. BALLENGER. Thank you, Mr. Chairman.

I'd just like to say, having never been in the South Bronx before in my life, that to see this Center and recognize what goes on here, and having been educated by the head of this organization, I'd like to say thanks to the people in the Federal Government. We're actually spending some money wisely and doing a good job here and I commend you highly.

Mr. Chairman, I want to thank you for inviting me to New York to discuss the very important issue of drug education. Although we're discussing this issue today in an urban setting, I represent a much more rural district and attest to the fact that the problem of drug abuse affects every community of every type in our country.

I'll keep my remarks brief as we have some excellent witnesses before us today and I'm anxious to hear their perspectives on what they are doing and what works and what doesn't work in terms of drug education.

As the problem of drug abuse continues to plague our Nation, many have come to believe that one of the ways to turn the corner and to get the message across that using drugs is not a solution to any problem, may be through education.

If we want to have drug free schools and communities we have to develop strategies to communicate to our young people the health risk, the legal consequences, and the social cost that drug use will have on their lives.

This communication and education is about what the school and community-based programs we will hear about today are trying to achieve. Many of us have seen the statistics indicating that casual drug use among youth is on the decline and many also believe that the drug education programs are contributing to that decline.

What we don't have is a good handle on what types of drug education programs work and what strategies are effective. Hopefully, we will hear more today on some of the lessons we have learned in the last few years since drug education has become an important part of the curriculum of every school both urban and rural.

Thank you, Mr. Chairman.

Chairman OWENS. Thank you, Mr. Ballenger.

Drug abuse has turned our streets into battle zones where lawlessness and random violence lock families into a situation of desperation and despair from which they cannot escape. Although the war on drugs may have reduced middle class drug use, it has had minimal impact on the inner-cities. Unfortunately, this violence has spread to the schools as well.

It is imperative that we continue to pursue more innovative approaches which involve the entire community of parents, schools, teachers and students. Not only do young people spend the greater part of the day in school settings, but their behavior is also greatly influenced by the schools.

Therefore, schools can play a major role in the national prevention efforts by presenting accurate information about drugs and by developing and enforcing firm, consistent policies that discourage the use and the sale of drugs.

The Nation faces an unprecedented assault by new drugs as well as drugs that are significantly more powerful than those available 10–15 years ago. Yet, less than 30 percent of the $10 billion Federal budget for drug control activity really goes toward demand reduction, drug prevention and drug treatment.

Symptomatic of our shortsightedness in the area of prevention is the fact that we have overlooked the National Diffusion Network as a vehicle to replicate effective drug abuse prevention education programs. Because of a decision in 1982 that drug education prevention was inappropriate for schools, only a handful of drug education prevention programs are in the National Diffusion Network's panoply.

Unfortunately, necessary research and evaluation to determine the most effective approaches to drug abuse education have never been undertaken. The General Accounting Office reported in November 1990 that, "Very little is known about the effectiveness of the various drug education programs or the curricula, and past evaluations have been of limited usefulness."

Among the many missed opportunities has been a serious investigation into the value of community-based approaches. Last year I requested that the General Accounting Office fill the gap in our knowledge concerning the value of comprehensive drug abuse education programs that provide after school activities for at-risk youth.

During today's hearing, a General Accounting Office representative will present preliminary findings of a study which will be released later this year. Other witnesses will provide varied perspec-

tives on the effectiveness of drug abuse education prevention efforts.

We are also honored to welcome Dr. Joseph Fernandez who will testify later this morning or perhaps this afternoon. Dr. Fernandez will testify not only on drug abuse prevention programs but on general educational improvement activities in the City of New York.

[The prepared statement of Hon. Major R. Owens follows:]

STATEMENT OF HON. MAJOR R. OWENS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Drug abuse has turned our streets into battle zones where lawlessness and random violence lock families into a situation of desperation and despair from which they cannot escape. Although the war on drugs may have reduced middle-class drug use, it has had minimal impact on the inner-cities, particularly if we consider the escalating tide of urban drug-related violence. Unfortunately, this violence has spread to the schools as well.

It is imperative that we continue to pursue more innovative approaches which involve the entire community of parents, schools, teachers, and students. Not only do young people spend the greater part of the day in school settings, their behavior is greatly influenced by the schools. Therefore, schools can play a major role in the national prevention efforts by presenting accurate information about drugs and by developing and enforcing firm, consistent policies that discourage their use and sale.

The Nation faces an unprecedented assault by new drugs as well as drugs that are significantly more powerful than those available 10 to 15 years ago. Yet, less than 30 percent of the $10 billion Federal budget for drug control activities goes toward demand reduction—drug prevention and drug treatment. Symptomatic of our shortsightedness in the area of prevention is the fact that we have overlooked the National Diffusion Network (NDN) as a vehicle to replicate effective drug abuse prevention education programs. Because of a decision in 1982 that drug education prevention was "inappropriate" for schools, only a handful of drug education prevention programs are in the National Diffusion Network's panoply.

Unfortunately, necessary research and evaluation to determine the most effective approaches to drug abuse education have never been undertaken. The General Accounting Office (GAO) reported in November 1990 that "Very little is known about the effectiveness of the various drug education programs or the curricula . . . and past evaluations have been of limited usefulness."

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During today's hearing, a GAO representative will present preliminary findings of a study which will be released later this year. Other witnesses will provide varied perspectives on the effectiveness of drug abuse education prevention efforts. We are also honored to welcome Dr. Joseph Fernandez, Chancellor of New York City public schools, and other local educators appearing before us today.

Chairman OWENS. We will begin with an impressive list of witnesses for Panel I. Before I take that step, again I'd like to thank our host today, Mr. José Serrano. Hosting this hearing is very significant because not only is Mr. Serrano the representative for this congressional district, but he's also the former chairman of the New York State Assembly Education Committee, and still exercises some power and influence in that area.

Chairman OWENS. We're going to begin with a panel of the following persons: Mr. Robert York, Acting Director for Program Evaluation in Human Services Areas of the General Accounting Office; Mr. Ozelious J. Clement, Director of Jackie Robinson Center for Physical Culture located in my district in Brooklyn—Mr. Clement didn't arrive yet but when he arrives we'll add him to the panel—Mr. Vincent Giordano, Director of Office of Substance

Abuse Prevention, New York City Public Schools; Mr. D. Max McConkey, Director of Network, Inc. from Andover, Massachusetts; Dr. Thomas Connelly, Coordinator of the Special Counseling Programs of Wappingers Central School District in Wappingers Falls, New York; Mr. Gerald Edwards, Director of the North East Regional Center for Drug-Free Schools and Communities in Sayville, New York.

Gentlemen, welcome. We'll begin with Mr. Robert York from the General Accounting Office.

STATEMENTS OF ROBERT YORK, ACTING DIRECTOR FOR PROGRAM EVALUATION IN HUMAN SERVICE AREAS, GENERAL ACCOUNTING OFFICE; OZELIOUS J. CLEMENT, DIRECTOR, JACKIE ROBINSON CENTER FOR PHYSICAL CULTURE; VINCENT GIORDANO, DIRECTOR, OFFICE OF SUBSTANCE ABUSE PREVENTION, NEW YORK CITY PUBLIC SCHOOLS; D. MAX McCONKEY, DIRECTOR, NETWORK, INC.; DR. THOMAS CONNELLY, COORDINATOR, SPECIAL COUNSELING PROGRAMS, WAPPINGERS CENTRAL SCHOOL DISTRICT; AND GERALD EDWARDS, DIRECTOR, THE NORTH EAST REGIONAL CENTER FOR DRUG FREE SCHOOLS AND COMMUNITIES

Mr. YORK. Thank you, Mr. Chairman. I'm pleased to be here in the South Bronx in Mr. Serrano's district this morning to testify at your request about the work we've done on drug abuse prevention.

My first statement summarizes our evaluation of the methods two Federal agencies used to recognize exemplary drug abuse prevention programs. How can we demonstrate that such a program works, that a country can be better off if they invested more money trying to fund drug abuse prevention programs, for example?

The expert witnesses here today will be able to identify effective programs, but budget cutters in Washington, faced with tremendous Federal deficits and competing needs for Federal funds, are being forced to make more cuts than anyone would like.

We hoped to find studies when we began this work that would show deficit fighters and everyone else that some drug abuse prevention programs were successful in changing lives and preventing at-risk young people from abusing drugs. We found almost no studies.

Well-designed evaluations of programs, which compare participants with similar people who are not participants, can offer compelling proof that such a program can make a difference.

What I will be able to discuss today will not be based on the strongest evidence and thus may not be sufficient to convince the skeptical. Yet, we did find programs that experts believe to be successful. We visited 10 programs for about 3 days each and have a variety of impressionistic evidence that suggests to us that they do make a difference for the 10–13-year-old youth that we were especially interested in.

We talked with the young participants in these programs and found that many at the Jackie Robinson Center for Physical Culture, for example, display a passion for the program; a devotion and attention that suggests to us that sufficient adult direction

truly has the potential to succeed. We used this enthusiasm as a rough index of promise since programs seem unlikely to be successful without this.

We saw six features that were present in programs with the greatest youth enthusiasm and attachment to the programs. The six features were: a comprehensive strategy; an indirect approach to drug abuse; empowering the view of youth; participatory activities; a culturally sensitive approach; and highly structured activities. I'll explain these six features briefly.

One, Comprehensive Approach. Most programs we visited have a positive comprehensive approach in attempting to help their young participants deal with multiple needs including succeeding in school, staying healthy, and coping with troubled family situations, not just drug prevention.

Two, Indirect Means of Addressing Drug Prevention. Most programs we visited had an indirect or back door approach by embedding drug prevention in the context of activities rather than addressing it directly. Many programs had no reference to drug abuse in their name and did not emphasize to youth in the program that they were participating in a drug abuse program.

The programs we visited operated in places with very few opportunities for youth, but they're safe, clean and free of drug activity. Many attracted youths to the programs by activities such as cultural heritage, sports, art or free meals or snacks. Activities which began as enjoyable diversions could naturally incorporate lessons in prevention.

For example, we were told that theatrical performances about street life in one program often became personal explorations as the youth conducted research on the characters, researching runaways or drug abuse issues, for example, raising numerous issues which the staff then discussed with them.

Third, Empowerment Approaches. The ultimate focus of many of the programs we visited aimed broadly at empowering youths with a range of skills necessary to make positive, constructive and healthful choices in their lives. The programs used adult role models or mentors, for example, to help youths with family problems and important decisions in their lives. The programs developed skills such as an apprenticeship project that matched young people with local carpenters, electronics people and so on.

Four, Participatory Approaches. In most programs GAO visited, youths were active participants often engaging in goal or product-oriented activities such as creative arts, sports and so forth, rather than passive learning as in classroom lectures. Programs may teach resistant skills in avoiding drug use by using role-playing situations, for example.

In another program, youths were challenged with games designed so that group members needed to cooperate in order to successfully complete the tasks. In one game we observed the necessary planning and coordination proved at times to be frustrating and difficult for the group. Yet, staff believed that through this group process young people learn how to resolve conflict and work with others.

Five, Culturally Sensitive Approaches. Many program staff reported to GAO that when people had a strong sense of self, devel-

oped in part through their cultural identity, they are less likely to need drugs in order to feel good.

We learned of a wide range of program activities based on the appropriate culture of the participants including American Indian pow-wows, African dances, Puerto Rican music and the like.

Six, Structured Approaches. Many program staff thought that structure and discipline were very important and consequently emphasized them in all possible ways in program design and in working with individual youth to provide a dependability and consistency that may have been lacking for them elsewhere.

Further, youths told us that they liked the structure and discipline in those programs that required it. In fact, in some programs the participants reinforced rules so that staff did not need to intervene.

In conclusion, returning briefly to the issue of evaluation of drug abuse prevention, we found that some programs expressed an interest in evaluation but were reluctant to divert scarce program resources.

If congress could provide additional funds with a separate set aside for evaluation under both the Drug-Free School Recognition Program and the Anti Drug Abuse Act for programs receiving Federal funds this would prevent reduction of services for needy youth while increasing our knowledge about effective progress.

That concludes my remarks, Mr. Chairman. I'd be glad to answer any questions you or members of the subcommittee may have.

[The prepared statement of Robert York follows:]

United States General Accounting Office

GAO

Testimony

No. 3

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Promising Community Drug Abuse Prevention Programs

Statement of Robert York
Acting Director
Program Evaluation in Human Services Areas
Program Evaluation and Methodology
Division

Before the
Subcommittee on Select Education
United States House of Representatives

GAO/T-PEMD-91-7

GAO Form 160 (12/87)

Mr. Chairman and Members of the Committee:

I am pleased to respond to your invitation to testify about the work we have done related to drug abuse prevention. At your request, we examined comprehensive community-based programs for young adolescents, and we evaluated the methods used in two federal agency efforts to recognize exemplary programs. While our work in these areas is not fully complete, we expect to publish our reports shortly, and I can present our main conclusions and recommendations today.

In brief, we found six features of promising community drug abuse prevention programs for young people that we believe deserve wider trial and evaluation by others. What appeared most important was not what services were delivered, but rather how (that is, in what context) they were delivered. We suggest that a set-aside of funds specifically for evaluation could allow programs to learn about successes without sacrificing services.

We also reviewed the 1989-90 cycles of the Department of Education's Drug-Free School Recognition Program and the Department of Health and Human Services' Exemplary Program Study. Although both efforts are intended to provide federal recognition to outstanding local drug abuse prevention programs, we found that both recognition efforts exclude many programs from consideration. More fundamentally, we concluded that the public cannot rely on the

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recognition awards as confirmation that a program works since applicants were not required to provide evidence of effectiveness.

I will turn first to our review of community programs.

COMPREHENSIVE PROGRAMS FOR YOUNG ADOLESCENTS

Prevention of drug use by young adolescents is one critical first step in attacking the nation's drug abuse problem. You asked us to examine successful community efforts to develop comprehensive programs in drug abuse prevention and education for adolescents. Our objective was to describe such efforts and locate important features that others should consider when designing or revising programs for their communities. We hoped to support our conclusions with evidence suggesting that certain features are associated with greater program success; however, programs were able to supply little data about their outcomes. Therefore, our work focused on promising, rather than successful, programs--those that at least appeared to be well-designed and that experts believed showed early signs of potential success.

It is widely believed that experimentation with tobacco, alcohol, and drugs usually begins in the early adolescent years (that is, from ages 10 to 15). Primary prevention efforts (those that are designed to prevent drug use before experimentation begins) therefore must begin by this time. Accordingly, our study

focused on both urban and rural programs working with youths aged 10 to 13. Comprehensive approaches may use a number of community agencies to provide services. They may also address multiple domains of youths' lives, such as those of the individual, the family, the peer group, school, and community.

We identified 16 sources of exemplary or promising comprehensive drug abuse prevention programs that yielded a variety of programs serving very different groups of young people. Through a survey mailed to 226 promising programs, we obtained further data about basic aspects of 138 programs (a 68-percent response rate) serving over 500,000 participants--including target population, numbers served, costs, planning, staffing, community relations, program operations, goals and objectives, extent of services, services offered, barriers, evaluation data collected, and evaluation results. Most important, we studied 10 of the most promising programs on-site, where we observed program activities and interviewed nearly 125 participants and 150 staff and community representatives. Because we were unable to obtain evidence of success, we can speak to program promise only; nevertheless, these programs had very encouraging participation rates. (For example, 70 percent of the survey respondents reported that almost all of their participants completed the program.)

I would like to recognize the assistance and cooperation we received from the programs we visited. We are extremely grateful

for the cooperation we received during our visits, especially in view of the extensive nature of our interest in programs that were outside the sphere of federal law, regulations, or funding.

Having said this, let me move to a more detailed discussion of our findings to date.

Features That Characterized the Strongest Programs We Saw

In selecting our method for deciding what was important in programs' design, we quickly learned that we could not rely on the best way--that is, using the results of evaluations to indicate which features were associated with greater program success--since programs were unable to supply much data on their outcomes. We did, however, see large differences in the enthusiasm and attachment the young participants showed towards the programs. For example, youths described their efforts to recruit friends into the program, expressed their desire to participate in the programs more frequently, and told us that they felt that they belonged to the group. We used these emotions as a rough index of promise, since programs are unlikely to be successful without them.

We identified six features that were present in programs associated with high degrees of participant enthusiasm and attachment; at least one of these features was absent in programs

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that evoked lower degrees of enthusiasm and attachment. We do not suggest that these features are causal factors, nor are they an exhaustive list of necessary elements; they are simply a framework of key ideas that seem to be important and thus deserve further trial and study.

The most promising programs had in common a particular underlying approach and six important features. The approach was positive, stressing the learning of skills, motivational techniques, and coping tactics necessary for dealing with the multiple problems in participants' lives (as opposed to the somewhat negative approach of combating drug use alone). The six features were

-- a comprehensive strategy;

-- an indirect approach towards drug abuse;

-- an approach aimed at empowering youth, with the stress on developing competency skills;

-- participatory activities;

-- a culturally sensitive approach; and

-- highly structured activities.

Comprehensive Approaches

First, we found that most programs we visited defined comprehensiveness in terms of their approach to at-risk young people. That is, programs attempted to help their young participants deal with multiple needs--including the need to succeed in school, stay healthy, and cope with troubled family situations--rather than simply concentrating on drug abuse prevention. Of the 5 possible dimensions of youths' lives--the individual, family, peers, school, and community--all 10 of the programs we studied covered at least 2, and 2 programs provided services in all 5 areas. The average across the 10 programs was in excess of 3 service areas per program, illustrating the extent to which these programs emphasized the comprehensive approach.

At one program, we observed the integrated co-location of over 30 services offered by a range of staff, including doctors, teachers, coaches, artists, and many others within the program's one building. These services included medical care, counseling, infant care and nutrition services, and physical and creative arts. Because youths have difficulty following through on referrals, the program is designed to make access to services easy and to provide opportunities to deal with many different problems without the youths having to retell their stories to a multitude of professionals.

Indirect Approach to
Drug Abuse Prevention

Second, most programs we visited used an indirect or "back door" approach by embedding drug abuse prevention in the context of activities, rather than addressing it directly. Many programs did not emphasize to youths that the programs they were participating in were designed to prevent drug use. Rather, the programs were presented as much more general recreational and skill-building opportunities.

Youths were attracted to the programs by activities involving their cultural heritages, sports, or art, or by free meals or snacks. The programs we visited operated in places with very few opportunities for youths. Program directors said that general youth services and sports such as those offered by their programs were not commonly available in settings that were safe, clean, and free of illegal drug activity.

Drug abuse prevention discussions were often directly related to or intertwined with program activities, rather than simply being offered as additional components to the program. In these instances, youths were not confronted with prevention topics; rather, the topics were introduced as natural outgrowths of the activities as much as possible. In this way, activities which began as enjoyable diversions could naturally incorporate lessons

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in prevention. For example, we were told that at one program theatrical performances about street life often started out as "just plays" but became more personal explorations as the youths conducted background research (for example, research on runaways or drug abuse issues), thereby raising numerous issues that the staff then discussed with the youths. Within the relevant and practical context of gaining the insight needed for effective acting and play production, youths were more willing to participate in such discussions.

Further, the programs did not explicitly advertise themselves as offering drug abuse prevention services. Eight of the 10 programs we visited and more than 50 percent of the survey respondents developed creative program names that omitted any reference to drug abuse or prevention services, which reflected a critical overall philosophy they ascribed to. Program staff told us that it was important to avoid further stigmatization of youth, which could result from the more overt labeling of programs, and that parents and youths may only seek assistance from those programs that avoid such explicit labeling.

Empowerment Approaches

Third, the programs adopted a positive approach towards young people, endeavoring to teach them coping and other skills, rather than a problem or deficit orientation. The ultimate objective of

many of the programs we visited was not limited to drug abuse prevention, but aimed broadly at empowering youths with the range of skills necessary to make positive, constructive, and healthful choices. These programs attempted to provide experiential learning by creating an environment where youths could experiment actively with roles and ways of interacting with others that they had previously had little opportunity to experience. Three main strategies employed by these programs to empower youths with these needed skills were (1) role modeling, (2) leadership training, and (3) general skills development.

Many programs make use of role models or mentors to help empower youth by developing trust and reinforcing positive behaviors. Many of the participants in these programs came from families where parents--often a single parent--could not consistently provide adequate care. Program staff stressed to us the importance of finding local role models or mentors for youths. These had to be responsible adults to whom the youths could become attached and who could then attend to the youths' specific needs. They contrasted this approach with one that uses professional athletes, actors, or other celebrities as role models, pointing out that very few youths will ever have the skill and luck to emulate them. These programs believed that local community members could wield much more influence in a youth's life over the long run.

Leadership training components typically involved participants applying their newly acquired skills to a community project. In one program, the task was to assess the needs of the community and develop a program that would effectively communicate the drug-free message to its neighborhoods. The community projects included, among others, recording public service announcements, making a presentation to younger children, and hosting a carnival whose theme was an antidrug message.

Participatory Approaches

Fourth, in most parts of the programs we visited, youths were active participants, often engaging in goal or product-oriented activities (creative arts, sports, and so on) rather than passive learning (classroom lectures or group discussions). For example, programs did not lecture about self-esteem; rather, they provided games and exercises carefully planned to offer success to many participants, which could in turn improve self-esteem. In teaching the skills necessary to resist offers to use or sell drugs, leaders gave youths many opportunities to role-play their new skills. (Research suggests that people are unlikely to develop and then correctly and consistently use resistance skills unless they actually practice them.)

Some programs carried this concept one step further and created participatory activities that were goal or product-

oriented. Goal-oriented activities serve to develop opportunities for achievement, thought to be important for positive adolescent development. We heard of a very wide range of such activities, both of an individual and group nature, including creative arts performances, athletic tournaments, problem-solving games, neighborhood parades, clean-ups, and services to other needy groups.

In one program, youths were challenged with games designed so that group members needed to cooperate in order to successfully complete the tasks. In one game we observed, the necessary planning and coordination proved to be, at times, frustrating and difficult for the group. Arguments broke out periodically and had to be resolved by momentarily suspending the activity and resolving the conflict through discussion. This participatory activity provided ample opportunities for program staff to observe positive and negative relationships, decision making, and interaction behaviors. In addition, staff indicated that once youths succeeded at activities they never previously thought they could succeed at, their self-esteem increased. Staff also believed that, through this group process, youths learned how to resolve conflict and work with others.

Culturally Sensitive Approaches

Fifth, many program staff reported to us that, in order to teach youths self-respect, it was important to have a culturally specific approach that allowed youths to take pride in their cultural heritage. We saw this cultural specificity in both program staffing and activities. We commonly observed that staff were culturally similar to the youths in the programs we visited.

Many programs attempted to match the ethnicity of their staffs with that of their participants. However, cultural sensitivity can be assured or enhanced in ways other than by matching staff and client ethnicity. For example, a state-agency-sponsored program serving a housing project population found that they had difficulty recruiting participants because of the traditionally poor relationship between the residents and state agencies. The program then undertook concentrated efforts to recruit a few of the residents to serve as peer leaders. These leaders in turn were more successful at recruiting other participants from their housing project than the agency staff had been.

We learned of a wide range of program activities based on the appropriate culture of participants, including American Indian powwows, African dances, Puerto Rican music, and so on. The staff in one program explained their belief that, when people have a strong sense of self developed through cultural identity, they are

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less likely to resort to solutions like drug use to make themselves feel good.

Structured Approaches

Sixth, many program staff thought that structure and discipline were very important and consequently emphasized them in every possible way in program design and in working with individual youths, in order to provide a dependability and consistency that may otherwise have been lacking for the youths. Further, youths told us that they liked the structure and discipline in those programs that featured them. At one program, for example, structure was created by well-planned and highly supervised activities that all the youths were required to participate in.

At more than one program, staff structured activities by making all the information needed for participation very clear (for example, activity content and rules, as well as meeting places and times). Staff at these programs also maintained discipline both through predetermined program rules and by actively supervising all the youths to ensure that rules were being followed. In some programs, the youth participants reinforced rules so that staff did not need to intervene. The regular and predictable activity schedule also enabled participants to count on the program activities.

One program emphasized the importance of discipline and rewarded it formally. Activities were structured to reward youths who attended program activities consistently. Youths who played basketball accumulated points for attending each practice as well as for winning games. These points could then be used in competing for awards at the end of the year. Through this system, a moderately-talented youth who consistently attended each practice had as much (or more) chance to win the award as did the star who helped the team win several games but then disappointed teammates by failing to show up for others.

Program Implementation

Most programs we visited were broad-aim efforts working with very needy young people in very poor environments of the inner city and rural areas, from Puerto Rico to New Mexico to the boroughs of New York City. Not surprisingly, in addition to issues of basic design, they faced challenges of implementation. The programs shared common struggles in the following six areas:

-- maintaining continuity with the participants,

-- coordinating and integrating the service components,

-- providing accessible services,

-- obtaining funds,

-- attracting necessary leadership and staff, and

-- conducting evaluation.

I would like to highlight one area where the government could provide assistance--program evaluation.

We would like to be able to report that we had identified community-based drug abuse prevention programs that were documented as successful. Instead of hard evidence, however, we have had to rely on expert nomination and a variety of inferential data. The danger here is subjectivity; what is needed is comparative and longitudinal data and analysis to identify successful programs and demonstrate what characteristics or components of community-based drug abuse prevention programs are effective.

Evaluation of social programs is often an evolutionary process, beginning with some descriptive information on program participants and other aspects of the program process, developing into more formal assessments of the outcomes or impacts of the program on the participants, and maturing into a formal outcome or effectiveness evaluation. An outcome evaluation consists of a

carefully designed study that provides data on outcomes for participants in a program--such as lower rates of drug use, increased levels of education or employment, and the like--and the same data for similar persons who were not participants. Such an outcome or effectiveness evaluation thus provides evidence on what changed as a result of the program. Positive results from an outcome evaluation--showing more favorable results for participants than for similar nonparticipants--offer hard, objective evidence that a social program truly makes a difference and is thus a productive investment in human capital.

We found in our survey that many programs were in the first two stages of evaluation. Most (over 90 percent) were collecting data, but many (42 percent) had not yet analyzed their data. Only 3 percent had any completed evaluations. Over half of the programs were more than 4 years old, which was enough time for them to have completed at least some evaluation. In our site visits, we found outcome data being collected, including school grades, reports of drug use, knowledge concerning drugs, and self-esteem. However, only one of the 10 programs we visited had collected data from a comparison group, which is the fundamental requirement of an outcome evaluation.

Some programs expressed an interest in evaluation but were reluctant to divert scarce program resources. The Congress could provide additional funds to create a separate set-aside for

evaluation under both the Drug-Free Schools and Communities Act and the Anti-Drug Abuse Act. For programs receiving federal funds, this would prevent the reduction of services to needy youth while increasing our knowledge concerning effective approaches.

Organizing an evaluation is also a challenge. This is a specialized skill, and those who can operate effective programs may not be competent to design and conduct effective program evaluations. The Department of Education is completing a guide for evaluating drug education programs intended to aid grantees under the Drug-Free Schools and Communities Act. We urge the Secretary of Education to complete this handbook and disseminate it widely as soon as possible.

Now let me turn to our work on federal programs that provide recognition to exemplary drug abuse prevention efforts.

FEDERAL RECOGNITION PROGRAMS

In an attempt to focus national attention on exemplary efforts and provide successful models for others to emulate, the Departments of Education and of Health and Human Services (HHS)--the latter through its Office for Substance Abuse Prevention--established systematic efforts to recognize exemplary drug abuse prevention programs in 1987. The Department of Education is Drug-Free School Recognition Program targeted school programs for youth

(at a cost of $961,000 for the 1989-90 cycle); the Office for Substance Abuse Prevention's Exemplary Program Study reviewed programs for any age group (at a cost of $36,599 for the 1989-90 cycle). Both agencies solicited nominations through state agencies and private organizations, required written applications, and used nonfederal reviewers to evaluate the applications on specified sets of criteria. The Department of Education's methodology also included site visits to programs initially rated highly. Federal officials in each case made the final recognition decisions.

Awarding federal recognition on a sound basis is both important and difficult. A great many public and private agencies can benefit from good information on what works in the perplexing area of drug abuse prevention. Experts in the field and federal agency officials may have notions about what works best and preferences in favor of various theoretical and practical aspects of such programs; however, sound solutions to the nation's drug abuse problem will come faster when evaluation of effectiveness becomes the main test for action, funding, and recognition. A recognition effort based on reliable evaluation of the objectives and results of promising models can give publicity to program designs based on evidence rather than guesswork, and can thus suggest the usefulness at all levels of strong program evaluation. Iterative evaluations that are done as parts of recognition efforts can show unreasonable objectives that proved unattainable, as well

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as program approaches that are unsuccessful; both can then be discarded and funds reallocated.

Views vary on how to design drug abuse prevention programs, and there is as yet no conclusive evidence to settle the debate. Accordingly, designing a recognition effort is challenging, and many approaches are plausible and within the sponsoring agencies' discretion. Public confidence in the results of these recognition programs will be stronger to the extent that their underlying policies are sound and their appraisal procedures include a wide search for nominees, clear evaluation criteria, valid data on which to base the evaluation of each program, reviewers with the range of skills necessary to evaluate applications, and sound decision procedures.

To carry out our study of the two recognition efforts, we reviewed their procedures in detail. We obtained written documentation; observed review panel meetings; interviewed officials, reviewers, and applicants; and examined selected cases of successful and unsuccessful applications in order to assess the degree to which both recognition efforts included these characteristics and to reach conclusions on the likelihood of two kinds of errors: (1) the overlooking of good programs and (2) the recognition of weaker ones. We also examined the research and evaluation literature to see if any approaches were consistently effective or ineffective.

Underlying Policies Limit Examination of Program Approaches

We found that the underlying policies of the recognition efforts plausibly but perhaps unnecessarily limited the search for successful programs. That is, both recognition efforts (within their discretion to set limits on their searches) had made decisions to include only those programs with a no-use approach to drug abuse prevention, with the Department of Education applying a more stringent definition of no-use than did the Office for Substance Abuse Prevention. (In the strictest sense, no-use programs stress a consistent message that any drug use is wrong and harmful.)

In our review of the research, we found no conclusive research favoring the no-use approach or its alternative, responsible-use. The responsible-use approach does not condone the use of drugs, alcohol, or tobacco. While attempting to prevent or delay the onset of drug use, this approach may stress informed decision making or aim to reduce the riskiest forms of use, such as drinking and driving, for those who are already involved in tobacco, alcohol, and drug use.

The constraint in the recognition efforts against including responsible-use programs could result in the exclusion of some set

of programs that are effective. We recognize that alcohol use is illegal for minors and that drug use is illegal for all. However, an argument can be made in favor of casting a wider net for recognition programs--to include responsible-use approaches to tobacco or alcohol use by adults and youths over the age of 15--in view of the fact that research findings thus far have not demonstrated the superiority of either the responsible-use or no-use approach.

In another example of narrowing the field of eligible activity, we found that the Department of Education stressed a set of prevention strategies in the application materials (such as resistance-skills training, self-esteem enhancement, and in-school curricula in general) that, while among those with promise, are not the only strategies that are supported in the literature. (Others include, for example, peer programs and alternatives programs.) Until evaluation has shown that one strategy is clearly superior to another, it seems that the long-range objective of finding ways to reduce drug use will be better served--and sooner achieved--by allowing the possibility of recognizing a wider range of approaches to drug abuse prevention.

Recognition Evaluation Process Needs Improvement in Five Areas

We found several procedural weaknesses in the methods each recognition effort used to assess programs that applied for recognition.

Nominations

Programs could only be nominated for recognition by specific state agencies or designated organizations. And, although these served a useful role in voluntarily shouldering the screening tasks, this procedure was neither systematic nor comprehensive. For example, under this procedure, some programs that might be important potential models but that (1) were not well-known to a designated nominator, (2) were not funded by a nominator, or (3) did not have other connections to a nominator might never be given the opportunity to enter the process and be recognized or emulated.

Criteria

The dimensions on which applications were appraised had not been clearly defined, and we observed instances of multiple interpretations of the same evidence and of different weights having been given to the same dimension.

Data

Most importantly, we found that the current recognition processes did not determine whether the recognized programs worked. Applications demanded only that programs discuss how they conducted any evaluation; results were not specifically requested, and we saw few that had been provided. Thus, applicants were not required to provide data that demonstrated the effectiveness of their programs, despite the fact that the eligibility criteria stated that programs must have done so. Commenting on a draft of our report, HHS stated that most of the applicant programs were not designed as research projects and therefore should not be expected to have conducted much evaluation. A great many programs may have plausible designs and elements that show promise of achieving reductions in drug use; however, where demonstration of effectiveness is a criterion for eligibility, it is not clear why national recognition should be awarded on the basis of promise alone. The feasibility of requiring evidence of effectiveness is demonstrated by the long-standing practice of another recognition method, the Program Effectiveness Panel of the Department of Education. This panel does not restrict programs with regard to the kinds of evaluations they undertake, the outcome variables that are assessed, or the strength of effectiveness that must be demonstrated. The breadth and flexibility of this evaluation

approach seem especially warranted in the assessment of drug abuse prevention programs.

The HHS Exemplary Program Study, in particular, did not fully use the data it had available and lacked key corroborating evidence. Individual review panelists were not able to read applications for which they were not the primary reviewers, before discussing them. This meant that no matter how detailed and valid the evidence presented by programs might have been, it was not accorded full consideration by those responsible for making decisions about recognition.

A strength of the Department of Education procedures was that multiple data sources were used, with site visits conducted to verify the information presented in the applications. The Exemplary Program Study did not conduct site visits. The budget for the Exemplary Program Study was 4 percent of that for the Drug-Free School Recognition Program, and therefore was not sufficient to allow for site visits. From our review of Drug-Free School Recognition Program panelists' scores before and after the site visits, however, we concluded that visits were very important. The visits appeared to be useful in determining the extent to which programs were actually implemented, as well as the extent to which they met the application standards. Without the strongest data possible on which to base their recognition decisions, and without adequate time to consider these data,

reviewers in the Exemplary Program Study run the risk both of excluding strong programs and recommending weaker ones for recognition.

Reviewers

We found that both recognition efforts used nonfederal reviewers with little methodological or research expertise. This has two implications. First, these review teams were not likely to require effectiveness evaluations from applicants, and second, the recognition program effort was not likely to produce strong data on the effectiveness of these programs. Yet the lack of these data is one of the chief impediments to progress in this field.

Decisions

In the Drug-Free School Recognition Program, the reviewers' recommendations were further reviewed by a second steering committee of nonfederal individuals. Since these committee members had no additional information, their evaluation function is unclear. Nevertheless, the steering committee's final recommendations have the power to veto or overturn the earlier reviewers' suggestions (and did either one or the other in 10 cases in 1989-90), and the committee can do this without consulting the reviewers or clarifying any point with them. In contrast, we found

that recognition decisions in the Exemplary Program Study were based on the recommendations of the most informed reviewers.

Recommendations

We are recommending that the Secretary of Education and the Secretary of HHS review the policies of their respective recognition efforts in order to remove limitations that prevent consideration and evaluation of a wider variety of prevention strategies. We also recommend that they direct their respective recognition efforts to conduct systematic and comprehensive searches for applicants, clarify criteria, require data assessing program effectiveness, and supplement existing review panels and teams with individuals having backgrounds that allow skillful critique of effectiveness evidence. We are also recommending that the Secretary of Education eliminate the nonfederal steering committee's veto power over recommendations and that the Secretary of HHS add site visits to the data collection procedures and expand the work schedule to allow all reviewers sufficient time to assess applications.

This concludes my remarks, Mr. Chairman. I would be happy to answer any questions that you or Members of the Subcommittee may have.

Chairman OWENS. Thank you.

The next speaker is Mr. Vincent Giordano.

Mr. Giordano, we've having some trouble with the mike. The people who are in the back, if you can't hear just raise your hand and I will communicate to Mr. Giordano and he'll hold it closer.

The problem with the mike is that when you get too close we get feedback from it.

Mr. GIORDANO. Good morning, Congressman Owens, Congressman Serrano, Congressman Ballenger. Thank you for the opportunity to present here today.

It's fortunate following a speaker such as Robert York because he clearly defined the nature of comprehensive programs that are being provided in New York City at this time. So what I'd like to do is give you more of an overview specific to New York City.

As you know, New York City has 32 decentralized school districts comprised of over 1,000 schools, a hundred plus of which are high schools, and one million students. And I was asked to include in my remarks some of our funding that we're receiving from new sources.

New York City operates a drug prevention program in each of those districts, in each of those schools with mandated drug education with a $38.6 million budget. When first hearing that statement, it sounds like a lot of money but when you divide a million students into $38 million it comes to $38 a year for drug prevention, the comprehensive program you just heard about. That million dollars primarily pays for 800 counselors. That's less than a counselor for every school.

I'll break down the $38.6 million so that you have a clear picture of it. $10.6 million of that, just give me a second and I'll get those actual figures, the Federal Government provides approximately $10.6 million; New York State Division of Substance Abuse Services provides approximately $20 million with the City matching that, a required match of $6 million; and the Board of Education contributes $3.1 million to comprise the whole $36 million.

Accompanying the program that you heard about just before, we emphasize coping skills, stress reduction, decision-making, self-esteem and positive alternatives.

It's essential for us to maintain after school and summer services in addition to the cognitive information prevention services that we provide during the course of the day.

One of the concerns that we have and that we've raised that with the additional Federal dollars that we received over the past couple of years that was really a godsend because it allowed us to reach the larger population to provide services, kindergarten through 12th grade, to every school and to enhance those services and to increase awareness not only to the students but to the parents and to the communities because we recognize that a true program must have school, parent and community involvement.

In a sense, a drawback of the additional money is that the more you increase the awareness of the parents and the students themselves, as well as the teachers in the classroom, what we're finding is our counseling caseload is increasing. What's happening now is that teachers, who normally wouldn't be aware of some of the issues involving drug and alcohol abuse, are now starting to identi-

fy students maybe who don't act out but maybe sit in the back of the room quiet and that quiet is a result of some negative environment either in the home or in the community.

So we're finding that the more we raise the awareness and the knowledge of staff and communities and family, the higher our counseling caseload is going.

I'll just summarize with a couple of efforts that we're making, in addition to trying to ensure staffing the schools adequately enough so that there are counselors available.

We've identified, for example, a need. We've learned from the criminal justice system that there are approximately 60,000 youths that get arrested for a very minor offense. The offense is so minor and the court system is so backlogged, that basically they get a slap on the wrist and are put back on the street.

We are proposing and, as a matter of fact, we responded to a proposal to the U.S. Department Education that we're waiting to see the results of, we are proposing to place a counselor in each borough in the family court system to intervene at the point of the arrest and before that child or adolescent gets placed back on the street, so that they're referred back to either an appropriate community-based program or a school-based program so that follow-up services can be provided. And I don't have to tell you the effect that would have in terms of impacting on the potential for the dropout rate, for increasing academic performance, for decreasing the future potential for criminal involvement.

So we are very active in the New York City Public School System. In addition to the funds that come to us with the State dollars, we aggressively seek grants through RFP's or requests for proposals to either Federal or private agencies. I just highlighted one of the areas, for example, the court referral unit that I spoke about, but there are a number of similar areas to which participation in community programs and the like. I'd be glad to answer any questions you have. Thank you.

[The prepared statement of Vincent Giordano follows:]

No. 4

PUBLIC HEARING BEFORE THE
CONGRESSIONAL SUBCOMMITTEE ON SELECT EDUCATION
OF THE COMMITTEE ON EDUCATION AND LABOR

Testimony Presented by:
Vincent Giordano, Director
New York City Public Schools
Office of Substance Abuse Prevention
Friday May 17, 1991

NEW YORK CITY PUBLIC SCHOOLS

DRUG AND ALCOHOL ABUSE PREVENTION

Since 1971, the New York City Board of Education has operated school-based alcohol and drug prevention and intervention programs in the thirty-two community school districts (SPINS Program) and over one hundred high schools (SPARK Program). The programs have offered a wide range of prevention services to the general school population as well as intervention services to countless targeted high-risk students and their families.

A common thread is woven throughout all of the programs, yet individual districts continue to have the flexibility to utilize various program designs and techniques to meet the unique and specific needs of their students. Specially trained substance abuse counselors combine knowledge of alcohol and drug abuse with counseling skills, affective education techniques and a humanistic approach to provide services in the classrooms; group, individual and family counseling; referral and follow up to community-based agencies; staff development; and community outreach.

Through the years, the New York City Board of Education's policy has been consistent. The Board of Education remains committed to the prevention of alcohol, tobacco, and other substance use/abuse. The policy describes the philosophy and program elements used to promote healthy life styles and to inhibit the use/abuse of alcohol, tobacco and other substances by students and employees.

PHILOSOPHY CONCERNING SUBSTANCE USE/ABUSE

The New York City Board of Education's philosophy for its substance use/abuse prevention efforts related to alcohol and other substances with respect to students is as follows:

- Alcohol, tobacco, and other substance use/abuse is preventable and their addictions treatable;

- Alcohol and other substance use/abuse inhibits the educational system from carrying out its central mission of educating students;

- Early identification and intervention of alcohol and substance use/abuse among students will enhance the overall educational environment; and,

- While schools can and must assume a leadership role in substance use/abuse prevention, this goal is accomplished only through a coordinated, collaborative effort among parents, students, staff, the criminal justice system, business, labor, clergy, fraternal organizations, all agencies that impact upon youth, and the community as a whole.

PREVENTION CURRICULUM

The intent of primary prevention programming is to prevent the onset of alcohol, tobacco and other substance use by students. The New York City Board of Education has established essential learning outcomes for all students in grades K-12 in alcohol, tobacco and other substances. Recognizing that many communities throughout the city have unique needs, the Board of Education allows local community school districts to develop their own curriculum. However, all curricula must be approved by the State Education Department. The Board of Education, nevertheless, defines the minimum comprehensive prevention curriculum as one that includes the following components.

1. Use of New York State approved alcohol and drug curricula that includes sequential developmental activities for grades K-12 that provides:

    - accurate and age-appropriate information about alcohol, tobacco and other substances, including the physical, psychological, social and environmental consequences of their use/abuse;

- o information about the relationship of alcohol and other substance use/abuse to other health-compromising issues such as AIDS, teenage pregnancy, eating disorders, child abuse, suicide and dropping out of school;

- o assistance in developing appropriate life skills (listed below) to resist the use of alcohol and other substances and to promote healthy life styles;

- o assistance in identifying personal risk factors for alcohol and other substance use/abuse and the steps needed for risk reduction; and,

- o assistance in developing self-esteem and a positive self-concept.

2. Training school staff, parents, and guardians to use the information and skills necessary to reinforce the components of this policy in the home, school and community.

3. Community education about the issues of alcohol, tobacco, and other substance use/abuse as a basis for providing a consistent message to youth.

4. Educating parents on the services provided by the prevention and intervention programs.

5. Positive alternatives to alcohol and other substance use/abuse, such as peer leadership programs, service projects, and recreational and extra-curricular activities. Where possible, such activities will be planned collaboratively by students, staff, parents, community members and agencies to enrich this experience for all.

Culturally sensitive, accurate and age-appropriate information about alcohol, tobacco and other substances and their physiological, psychological, social and environmental effects and consequences is essential for students. However, research has proven that information alone does not constitute an effective prevention curriculum. Accurate information integrated with pro-social life skills development is a more effective approach.

To help students make healthy life choices and develop positive attitudes, it is important to understand why individuals turn to alcohol and other substances. The Board of Education's prevention program is designed to keep current and includes the following life skills through affective education:

- o **basic communications skills** instruction to promote the expression of thoughts and feelings in clear, direct language;
- o **decision-making and problem-solving skills** development which allows students to see the consequences of a choice, to identify a specific problem and look for alternative solutions, and to identify personal risk factors for alcohol and other substance use/abuse;
- o **assertiveness training** which helps to reduce stress, clarify individuals' rights and foster cooperation in the school population;
- o **refusal skills** development which teaches students how to say 'no' while retaining friends and status within a peer group;
- o **consumer education** which helps students recognize what advertisers are really trying to sell through their pro-use messages and thus enables them to make healthier life choices; and,
- o **stress reduction skills** development which teaches students to identify the factors causing their stress, to recognize the physiological effects of stress and to manage the effects of stress without the use of alcohol and/or other substances.

A key element of the prevention activities listed above is that they allow the professional substance abuse counselors to identify students who are having difficulty with these concepts and skills and to make referrals to the intervention component of the program.

INTERVENTION AND AFTERCARE

The intent of the intervention program is to eliminate any existing use/abuse of alcohol and other substances, and to identify and provide supportive services to kindergarten through 12th grade students and their families at high risk for such use/abuse. The components of this program include:

1. Alcohol and other substance use/abuse assessment and counseling services for students;

2. Individual, group and family counseling targeted at students already using/abusing or who are at high risk for alcohol and/or other substance use/abuse;

3. Crisis intervention to students, staff and parents in situations involving alcohol and other substance use/abuse;

4. Referrals to appropriate alcohol, drug, mental health, health, and self support programs;

5. Follow-up services to all referrals and maintaining articulation with staff regarding student progress;

6. Alternative intervention services to students and parents such as the opportunity to attend an alternative school for students experimenting with, using or at high risk of using/abusing alcohol and other substances; specialized programs for children of alcoholics or children of substance abusers in treatment; and others;

7. Services to students in or returning from treatment to assure that the school environment supports the process of recovery initiated in the treatment program;

8. The confidentiality of student records maintained in accordance with applicable laws and regulations; and,

9. Resources to faculty, principals and superintendents in substance use/abuse related matters.

STAFF DEVELOPMENT

The Board of Education recognizes that staff development is an on-going integral component of the school-based substance abuse prevention and intervention programs. It includes the following:

1. For Directors and staff of substance abuse prevention programs: Regular updates on research, current trends, pharmacology, enhancement of skills, and new legislation impacting on program and service delivery.

2. For new counselors in school-based programs: Training in program philosophy, goals, objectives, activities, counseling skills, identification and screening techniques, referral procedures and resources, record keeping, pharmacology, and positive alternatives.

3. For all school staff: Training about the school-based substance abuse prevention program, its goals, objectives, activities, services and referral procedures; an understanding of why individuals use and abuse alcohol and other substances; signs and symptoms of alcohol and drug use/abuse; their role in identifying high-risk students and students with special needs, and how to make referrals to substance abuse counselors; awareness of special needs of students returning from treatment; and affective education techniques.

4. For administrators: Full orientation to the district program to coordinate and integrate the substance abuse prevention program with other disciplines and district efforts (e.g. science, social studies, language arts, music, art, etc.); how to handle cases where students are "high" in school or are found in possession or with intent to sell; integration of affective education techniques in all curriculum areas; and all of #3 above.

5. Central Board staff: Orientation to the special needs of substance abuse prevention programs; and coordination and cooperation in developing training for staff in areas of identified needs.

Substance use/abuse concerns everyone and a united school community represents a crucial step in prevention.

NEW YORK CITY PUBLIC SCHOOLS

FUNDING 1990 - 1991

Federal Drug Free Schools and Communties Act	$10,712,828
New York State Division of Substance Abuse Services	$19,087,291
(Required New York City match)	$ 5,569,715
New York City Board of Education	$ 3,100,000
Total	$38,669,834

Bronx	- 6 Districts	Total $ 6.5 M
Brooklyn	- 12 Districts	Total $10.9 M
Manhattan	- 6 Districts	Total $ 4.6 M
Queens	- 7 Districts	Total $ 6.4 M
Staten Island	- 1 District	Total $ 1.0 M

High Schools	- 109 H S Citywide	Total $9.0 M
Bronx	- 19 High Schools	
Brooklyn	- 36 High Schools	
Staten Island	- 8 High Schools	
Manhattan	- 21 High Schools	
Queens	- 25 High Schools	

Note: Funds allocated by funding source formula

Chairman OWENS. Thank you.

Mr. D. Max McConkey.

Mr. MCCONKEY. Thank you, Mr. Chairman, Mr. Serrano, Mr. Ballenger.

I have some prepared remarks and I ask that they be made part of the record.

Chairman OWENS. I neglected to say at the beginning that all of the written statements will be entered into the record. I would like you to highlight your written statement.

Mr. MCCONKEY. Thank you. Then I can avoid reading my remarks. I'll just speak informally, if I might.

I'm the Executive Director of the National Dissemination Study Group. That's a professional organization of educators across the United States who are project directors and staff of the National Diffusion Network.

I'm here to represent a perspective on the relationship between the Drug-Free Schools Act and the National Diffusion Network. Let me just say a word or two about what the National Diffusion Network or it's abbreviation, NDN, is.

It's an efficient, cost-effective, Federal system that's been in place since 1974, part of the Department of Education, that identifies exemplary practices in education and disseminates them in an efficient, cost-effective way across the country.

It includes a system of State Facilitators in every State and territory in the United States. Since 1974, it has identified over 500 exemplary school practices that are exemplary programs that can be implanted and replicated in schools that need them from the site where they were developed.

Mr. Chairman and Mr. Serrano, you might be interested in noting that there are a number of very excellent funded National Diffusion Network Development Demonstrator exemplary practices here in the Bronx. Three of them, in fact, currently funded, Project WIZE, which is a life sciences program for students in grades 7-9 located at the Bronx Zoo.

The Bronx Education Services Adult Literacy Project, which is at BES on Longwood Avenue, and Learning to Read Through the Arts, which is a superb interdisciplinary arts and reading project, which was developed initially with Title 1, now Chapter 1 funds.

The State Facilitators across the country are the brokers between schools that have needs and the exemplary programs and would love to see more substance abuse programs in the NDN. Unfortunately, there are very few.

In fact, in the current system of over 500 exemplary programs, I was able to count only two that deal exclusively with the issue of substance abuse education. Several others are general health education programs that include a drug abuse component.

There are a number of reasons, one of which is an important one: that it takes a number of years for a program to go through a development stage, be thoroughly assessed, go through a validation stage and then finally find its way—be identified as exemplary—into the National Diffusion Network.

If we back up 5 or 10 years from today to take a look at what that development cycle was like a decade ago, we find that there were some problems. One was in the early years of the last admin-

istration there was very little support for development and education at all and for new development.

Secondly, those in control of the Department of Education at that time, I think, had a bias against drug education, feeling that it wasn't appropriate. As a result, there was very little development, if any, of new drug education programs at that time. And of the drug education programs that had been developed during the 1970's, there was very little encouragement for them to be disseminated nationwide during that period.

In fact, an Assistant Secretary of Education in the early 1980's in the Department of Education specifically ruled that a number of programs, including a drug education program, would no longer receive Federal funding because he felt that—he had some ideological objections to it.

It's tough to get new programs into the National Diffusion Network. There are important criteria for the validation of exemplary practices and there should be high standards. But I think that, in fact, the standards that are employed by the Program Effectiveness Panel, which is the Federal Validation Panel, are somewhat outdated and too quantitative in perspective.

As a result, it's very difficult for a drug education program, that has difficulty demonstrating its impact over a long period of time, to find its way through the validation process into the National Diffusion Network.

And finally, the National Diffusion Network, as efficient a system as it is, is significantly underfunded.

It receives today a little over $14 million, which is just about what it received in 1979. As a result, given rising cost, the infrastructure has eroded and it's extraordinarily difficult to disseminate programs nationwide on very, very limited budgets.

Further, there's not much motivation for an exemplary substance abuse education program, or for that matter any other program, to try to find its way into NDN these days. Because even after the thorough assessment and going through many loops and spending a lot of time doing it, the best that they can hope for is to receive a very limited—at present an average of about $70,000 per year—grant for national dissemination.

And if you just recognize what it takes just to travel across the United States, and to put a staff of folks together just to disseminate curriculum, you have some sense of the struggle and difficulty of attempting to do national dissemination of an education program on a budget of $70,000 a year.

So in summary, Mr. Chairman, the NDN, I think, is a very cost-effective, efficient and worthy system for the dissemination of exemplary practices. The NDN would love to have more effective exemplary substance abuse education programs in it. There are some stumbling blocks.

And we believe that it's possible to have some reform at the Federal level, both increased funding for the NDN and some modifications in the validation system which, in fact, would provide entry of those programs into the NDN, which I think would be good for all educators.

Thank you.

[The prepared statement of D. Max McConkey follows:]

PREPARED STATEMENT BY: D. MAX McCONKEY,
NATIONAL DISSEMINATION STUDY GROUP,
regarding the
REAUTHORIZATION OF THE DRUG FREE SCHOOLS & COMMUNITY ACT AMENDMENTS OF 1989
and dissemination of projects supported by the Act through the
NATIONAL DIFFUSION NETWORK,
for the Hearing before the
SELECT EDUCATION SUBCOMMITTEE
of the
UNITED STATES HOUSE OF REPRESENTATIVES' COMMITTEE ON EDUCATION AND LABOR
17 May 1991

No. 5

Mr. Chairman and Members of the Committee:

I am Max McConkey, Executive Director of the National Dissemination Study Group, a non-profit association of educators from throughout the country. The NDSG's purpose is to promote school improvement through the dissemination of educational practices that have proven to be successful. I appreciate your invitation to appear before this subcommittee in support for reauthorization of the Drug Free Schools and Communities Act Amendments of 1989 -- specifically the provisions therein concerning the dissemination of exemplary drug education programs through the National Diffusion Network (NDN). The National Dissemination Study Group represents the men and women across the United States who operate National Diffusion Network programs.

NDN background

The NDN is a program created in 1974 and administered first through the Department of Health, Education, and Welfare's Office of Education, later through the Department of Education's Office of Educational Research and Improvement. The National Diffusion Network is designed to carry out the Congressional mandate to improve educational quality through the dissemination of exemplary programs to school districts throughout the Nation -- thus promoting and encouraging excellence in education.

It operates through two basic components -- State Facilitators and Developer Demonstrators. State Facilitators, located in every state and jurisdiction, provide information about education programs to public school districts (as well as to private and parochial schools) seeking to improve their educational practices. Developer Demonstrators are projects throughout the country that represent locally-developed, thoroughly implemented and evaluated, exemplary school improvement practices. Each program has been selected by a special federal board; this group, called the Program Effectiveness Panel, provides a thorough, non-political, expert, and objective assessment of each project and certifies the effectiveness of successful applicants.

These exemplary school improvement practices -- over 500 in all have been validated as exemplary since the NDN began -- are made available for dissemination through this national system. While limited resources have meant, unfortunately, that the Education Department is only able to fund, on average, a total of about 80 Developer Demonstrator awards each year, all active, validated programs are described in a catalogue -- "*Educational Programs That Work*" -- sponsored by our professional association. The catalogue lists projects in writing, mathematics, reading, early childhood education, humanities, science, special education, bilingual and migrant education, and

approximately 60 other categories. The very few substance abuse programs -- or projects that deal in some respect with substance abuse problems -- are described in the catalogue in the category "Health/Physical Education."

[Local NDN projects

[I might note, Mr. Chairman, that there are a number of excellent, funded NDN Developer Demonstrator projects from New York City, including three developed and located here in the Bronx: ***Project WIZE***, a life sciences program for students in grades 7-9, located at the Bronx Zoo, the Bronx Education Services' fine ***Adult Literacy Project***, located at BES on Longwood Avenue, and ***Learning to Read Through the Arts***, a superb interdisciplinary arts and reading project, developed initially with Title I (now Chapter I) support.]

How NDN works

The NDN process works like this: an elementary school in North Carolina identifies a need for a new direction with instruction in mathematics on the kindergarten and first grade level; the school principal contacts the NDN's State Facilitator in that state and reviews with her that particular need. After carefully reviewing a variety of program options available, the State Facilitator, who later meets with the school's leadership and instructional personnel, recommends a mathematics project located here in New York. After a thorough review of the project's materials and other information, the North Carolina school decides to "adopt" the New York-based math project. Within a month's time, a project trainer travels to North Carolina -- with those expenses shared by the school, the North Carolina State Facilitator, and the New York NDN Developer Demonstrator project grant -- and, over a three-day period, trains the school's kindergarten and first grade teachers. The teachers begin implementing the curriculum immediately, and the project trainer returns for a follow-up visit during the next academic year. Assessment scores show that the math gains of the children in the North Carolina school soar, as they have in the original New York site and in each of the program's other "adoption" sites throughout the country.

The initial cost of *development* of a project disseminated through the NDN is often $500,000 or more, yet the entire cost of successfully replicating the successes of that project in another local school often costs only a few thousand dollars, sometimes even a few hundred dollars -- costs shared by the Developer Demonstrator, the State Facilitator, and the local school district.

The National Diffusion Network is successful American teachers helping other teachers duplicate their achievements.

An efficient and cost-efficient system

In 1975, about 15,000 teachers, serving some 375,000 students, were trained by National Diffusion Network grantees. By the late-1980s, an average of over 60,000 teachers a year -- in 22,000 schools, reaching an estimated 2,500,000 U.S. school children -- had been provided new skills through the training provided by the dedicated staff of validated NDN projects across the country.

The NDN is an enormously effective and cost-efficient system for the improvement of America's schools. Long before the words "What Works" became a popular phrase at the Education Department, the National Diffusion Network was proving that school programs that work can be transplanted elsewhere with a *duplication of the same successes* (for example, in student achievement) achieved by the original developer. For the cost of the development of one reading program, curricula for a whole school curriculum can be adopted using NDN projects -- as schools have demonstrated in several states across the country.

Not only is the NDN, itself, cost-effective, but it has the extraordinary quality of actually enhancing the cost-effectiveness of other federally-funded education programs. A good example is Chapter I: over the years the National Diffusion Network has made Chapter I a more cost-efficient program in at least two ways. First, to meet an educational need in a particular Chapter I-eligible district, a local administrator can be assured of a successful solution for a very modest investment by adopting one of the dozens of Chapter I-appropriate NDN projects. It would be difficult to calculate how many hundreds of thousands of dollars have been saved because local Chapter I and other federal funds were efficiently used for adoption or adaptation, rather than for development.

A second way that the NDN has aided a program like Chapter I is by serving as the natural dissemination vehicle for successful programs that *are* developed with Chapter I funds. A rich investment in development is virtually wasted if a new program has a one-time use and is then abandoned; it is analogous to a classic novel that has been created, read by a single person, and then destroyed. New, effective projects, like well-written literature, should be available to all who can -- and wish to -- benefit from them. The NDN serves as the nation's bookstore or lending library of school improvement resources; it is well stocked with dynamic educational tools that might otherwise be unused.

NDN and the Drug Free Schools Act

The language in the Drug Free Schools Act regarding the National Diffusion Network, initiated as I remember by Mr. Goodling, the Education and Labor Committee's Ranking Minority Member, was intended to assure that those substance abuse education projects developed with resources authorized under the Act which were found to be exemplary, would be disseminated nationwide through the NDN. It is my understanding that such has not yet happened, principally because the Drug Education program, administered by the U.S. Department of Education, is so new. That is, the normal development cycle for an education program -- from concept to pilot testing, to refinement, further assessment and modification, and demonstration of effectiveness, to the point where the effort has accumulated sufficient data that it can submit that evidence to a federal panel -- is about five years. And only after the project case has been approved by this panel is the program eligible for dissemination through the NDN. Given the expectation that programs funded under this Act should work through this process toward eventual dissemination by the National Diffusion Network, one cannot realistically expect to see projects initiated with development funds from the Drug Free Schools Act actively involved with the NDN for several more years, at best.

Continuation and expansion of the Drug Free Schools program should eventually produce a number of quite fine NDN Developer Demonstrator projects. Such was the case for the developmental efforts of ESEA Title III, Title I, and Chapter I, as well as similar curricular initiatives funded by the federal government.

It must be noted, however, that there are a number of critical issues related to the eventual dissemination through the National Diffusion Network of substance abuse education projects, ones which should be considered and resolved if we are to develop confidence in the outcome of this cycle of funding/development/validation/dissemination. These problems include the restrictiveness of the current ED criteria for validation of projects, the need to bring many more projects developed outside of the the Office of Educational Research and Improvement, where NDN is housed, into the network, and the lack of recognition and visibility of the NDN by government officials and the national media.

Given the limitations of my available time, I will touch here on only two of the most important areas of difficulty: 1) the problem of getting drug education programs into the dissemination pipeline, and, 2) by far the most critical problem now faced by the NDN -- finance.

Problem One -- the Pipeline

There are only two substance abuse projects listed in the current (17th) edition of *Educational Programs That Work*. [A third project, a comprehensive health education project, does have a curricular component related to drugs and alcohol.] Each of the two was developed during the 1970s, and neither receives NDN grant support today. As I have noted, under current circumstances it is unlikely that new programs developed under the Drug Free Schools act will complete the cycle of development/assessment/validation/etc., so as to be available for NDN dissemination for several more years -- perhaps not until the end of this decade.

Yet, kids lives are at stake, *now*. They need this kind of education, *now*. And the schools that serve them need new tools, *now*. Why can't NDN serve them better, *now*?

I believe we know why more drug education programs are not now in the NDN and why it is unlikely we'll get more in soon. The first issue requires an examination of recent history. If we take our development cycle backwards, one would have expected that current drug education programs were entering the pipeline a decade ago. But they were not. In the early years of the Reagan Administration, funding for most new development (of all kinds) in education dried up. And virtually *no* money was available for drug education, which was seen by the political Right, then controlling the education agenda, as inappropriate, intrusive curricula for public schools.

Deciding to use alcohol and drugs, according to this thinking, was a moral decision, for which guidance was best left to parents and clerics. Especially repugnant to these people were substance abuse education programs designed to build self-esteem. That was "affective education," the Right said, dealing with how kids "feel" instead of how they read or write. Schools have no business dealing with these issues, we were told. (Never mind that research -- and common sense -- tells us that kids with poor self-esteem are 10 times more likely to abuse drugs.)

Indeed, in April 1982, then-Department of Education Assistant Secretary Donald Senese (Office of Educational Research and Improvement) abruptly announced that 13 funded NDN Developer Demonstrator projects would have their grants pulled immediately. The reason? Poor performance? No. Not meeting the needs of schools? No. Senese had decided that each of the projects dealt with issues inappropriate for consideration in schools -- with, as he believed, "affective" issues. One of the 13 was a drug education project.

For years after the "Senese 13" decision, personnel in the Department actively discouraged drug education projects from even making application for NDN funding, citing the odds against them ever receiving grants.

This decade-long combination of no new development and no funding for projects already developed and validated as exemplary proved deadly. The pipeline became virtually empty.

By why won't it be filled soon? That is the second important issue. Because of the very nature of the current validation processes, it will take years before the NDN pipeline can be refilled. And given the country's desperate need, that wait is just too long. The ED/OERI validation processes must be modified.

The topic of just how the federal system for screening and validating educational successes should be changed deserves its own hearing (and, if and when that hearing occurs, I, a non-evaluator, would not be your best witness). Suffice it to say that the Department of Education's Program Effectiveness Panel provides barriers to validation that keep important tools out of American teachers' hands. The PEP and its members are not evil; on

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the contrary, they are exceptional professionals who work hard to preserve high standards. But, as a result of the way they continue to do business, excellent projects are now denied access to the NDN dissemination system.

Many quality projects have neither the resources nor expertise to conduct the type of evaluations necessary to yield evidence sufficient for PEP approval. Therefore, even though they are of high quality, the process precludes their entry into the NDN. Evaluations of substance abuse education programs provide a good example. Measuring impact -- e.g., learning whether the students educated by the program subsequently have used drugs or not -- is an extraordinarily difficult task, and, historically, the PEP has been unwilling to accept anything less than classically reliable measures. A better screening process might use approaches other than formal evaluations (qualitative or quantitative) to identify effective, or the most effective, projects/processes/materials. For example, on-site interviews with kids and teachers using the project might yield valid and reliable information without going through a costly and time-consuming evaluation process.

Further, a better system would allow introduction into the NDN of *promising practices* (those that are current, which meet pressing needs, and are ready to disseminate, but ones perhaps without extensive evaluations yielding empirical evidence), as well as *validated* programs and practices. We have a responsibility to identify what seems to be working and get those tools out to teachers, now!

Problem Two -- Insufficient Support for NDN

The NDN is tragically undersupported, such that it is in danger of becoming, albeit useful, a virtually irrelevant tool for U.S. school improvement. A 1981 Congressional report on the program called NDN one of the most successful examples of a sound federal investment in education. But this success has been earned at a price. It is the price to participants of maintaining and upgrading a system that has become, with time, seriously under-financed. The average State Facilitator project grant was $99,000 in 1979; last year the average was just a few thousand dollars more. Factoring in the real inflationary increases that each of these projects has faced for staff, travel, and office costs, that $99,000 today can buy only about one-third the services of 12 years ago. Likewise, today's Developer Demonstrators must make do with grants averaging approximately $20,000** in 1979 dollars. [Congressional support for the NDN was $14.15-million for Fiscal Year 1991, just $151,000 more than was appropriated for the system in 1979.]

Very few business people could resourcefully run a national project on $20,000 a year. And these *are* businesses. The NDN projects are located in local schools, in state departments of education, in non-profit agencies, and in institutions of higher education. But these grantees, like the corner grocery store, are expected to get the job done, pay their staffs and their bills, and come out even by year's end. It isn't easy. Facilitators are expected to meet the increasing demands of local schools throughout an entire state. Imagine attempting to serve all the schools throughout Texas on a State Facilitator budget of $100,000 a year. The former Facilitator in the Lone Star state couldn't. That agency in 1989 declined to reapply for Education Department funding -- it simply could not *afford* to stay in the NDN system any longer. Last year the agency housing the Facilitator project in Connecticut said the same thing, turning back its SF grant.

Developer Demonstrators are expected to be responsive to the needs of schools throughout the whole country. Yet, in real dollars, these projects survive -- and barely -- on an annual amount from the federal government that, in many cases, barely pays the salary and fringe benefits of *one* staff member -- that is exclusive of travel, expenses, and administration. Each year several veteran Developer Demonstrators decline to reapply for NDN funding. Some seek independent funds instead; others simply close up shop.

**U.S. Commerce Dept. figures.

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There are dozens of veterans in the NDN system who have stuck it out for a decade or more. Why do they carry on? As frustrating as it often is, these dedicated educators have jobs where they can make a difference, where their intervention means that a child, who couldn't read before, now can; that an eager but poorly trained teacher now has the tools she needs; that a whole school can be dramatically transformed. These professionals are hooked on the NDN system because it works. But, because of its financial problems, it is not working as well as it could.

Little incentive for new projects

Among the other consequences to underfunding of the National Diffusion Network is a serious depletion of the pool of new projects entering the system. For a newly developed substance abuse prevention program to become validated and part of the National Diffusion Network, it needs to go through all the steps I've referred to earlier, and, if successful at *every* stage, receive a Department of Education grant to do *national* dissemination work for a total of about $70,000-a-year, which might just pay its basic costs, never mind travel. The first job that is likely to face a new Developer Demonstrator director after award of the grant is devising a strategy to raise more funds!

Frankly, there is now simply too little incentive for innovative program developers in schools to go through that process. As a result, although new, exciting programs may be in the process of development through the Drug Free Schools Act, the reservoir of potential new NDN projects is dangerously low.

The Drug Free Schools Act and other legislation created by Congress in recent years in effect authorizes the National Diffusion Network to become the Department's official program dissemination function for a number of new Education Department initiatives. Your subcommittees and others have said, in effect: *As new programs are developed under these new initiatives, the exemplary practices should be formally disseminated through the NDN.* We are excited with this designation, and, I assure you, our members are eager to welcome into the NDN such newly developed programs. But the infrastructure of the National Diffusion Network will not likely be able to support the added burden which this legislative initiative will naturally create. With only modest increases in appropriations over the past decade, the very viability of the current NDN system is in question. It is unlikely that it can now take on much more in the way of new programmatic responsibilities.

Needs for reauthorization

If the NDN system is to do the job, it will require -- with the reauthorized legislation -- specific appropriation levels directed for the National Diffusion Network to carry out the job, in this case for drug education, that you expect the NDN to do. At present, the only source of support for the NDN is through the general appropriations for the system, which is tragically insufficient.

Congress could make no better investment in our nation's schools than in the National Diffusion Network. It was created to build upon already-developed success, and it is a success story of its own. But it cannot get the job done at its current level of support.

Our state-based Facilitators get daily inquiries from classroom teachers about the possibilities of adopting an NDN program. Early in the process of these discussions, the State Facilitator works with the teacher to develop a budget, one which usually includes travel and expenses for the Developer Demonstrator trainer, substitute fees, and teacher materials. Far too often, adoption of the program of their choice -- given the available, combined resources of the State Facilitator project, the Developer Demonstrator project, and the school -- is deemed impossible simply because of cost.

Facilitators always promise these teachers that we will try to find a solution for this dilemma -- perhaps in a subsequent academic year -- but, in the meantime, the students in that school cannot benefit from an NDN program that would meet their needs.

Summary

The nation's schools need more development efforts like those authorized by the Drug Free Schools and Communities Act. But development efforts take money and time. A newly proposed project begun tomorrow will not be ready for federal validation for many years. And, if the criteria for validation are sufficiently rigid, the project's developers may not even seek that route.

Further, if nationwide dissemination of that validated project through the National Diffusion Network looks like a risky prospect because of the weakness of that very system, it is likely that the project will opt out. And because they may opt out, thousands, if not millions, of school-age kids across the country will be deprived of the benefits of such an outstanding program.

These problems may be avoided if the National Diffusion Network is sufficiently supported and recognized, if the means and methods of identifying and validating successful educational practices are improved and made more flexible, and if authorizing (and reauthorizing) legislation continues to stress the importance of dissemination as an outcome of successful program development.

The dedicated NDN program directors and staff throughout the country are prepared to do the work, and America's schools are clamoring for our services. We ask you to help arm us with the appropriate means to help them. Thank you.

##

Chairman OWENS. Thank you.

Mr. Thomas Connelly.

Dr. CONNELLY. Mr. Serrano, Mr. Owens, Mr. Ballenger. It is an honor to be here today. Thank you for your invitation.

I am the Director of Special Counseling Programs in a school district about 50 miles north in the Hudson Valley, it's the Wappingers Central School District. I have been in that system for 26 years.

In 1985 it become quite evident to our Board of Education members and various members of the police department that we had a significant drug problem in our community. And so the community, without the help of any Federal funding at that time, decided that they were going to take a proactive approach to deal with the issue, the ongoing problem that we had: kids using drugs, increased number of students being dropped out of school, much larger numbers around suicide.

As a principal of a high school at that time, I can verify how serious this problem was. When this office, the administrative office, Coordinator of Special Counseling Programs developed, there were certain basic criteria that were mandated that we had to follow in order to do what we wanted to do.

The first most important concept was that we had to become proactive instead of reactive, meaning that we could not wait for those high-risk kids to drop out of school, to be admitted to a hospital because of their addiction; we had to do something ahead of time, and it had to be based on the research.

It had to be a developmentally appropriate program, meaning that it had to begin very early and continue completely through to the high school, the senior high school. Every year every student had to have exposure to a drug prevention program.

There had to be a very consistent, logical evaluation piece developed so that we could measure exactly what we were doing and what we were not doing. We are fortunate, because we did not have a lot of funding at that time, to have the cooperation of IBM to come in and help us with that.

There had to be very strong policies in our school system about—messages. And we had to be capable of responding to our assessments. We had to look clearly at what was going on in our system, find out where we were becoming successful and enhance those programs and be able to change programs that we knew were not working.

The concept developed around a four-part program. One, assess the problem that you have, then determine exactly the nature of the problem that you have in your community. Once you do that, build your programs around those needs, making sure that those programs fit into what the research is saying.

I can remember as a teacher 25 years ago, one of the interesting things that we did, because we thought our work—we brought in two gentlemen a Dr. Leary and a Mr. G. Gordon Liddy, to debate the pros and cons of LSD with our students. And at that time we thought because it looked good, it was politically smart to do; that it was important. But, in fact, what we really did was raise the risk levels for our students. So it was clear that we had to have an eval-

uation piece and we had to measure how successful we are and react to our non-successes.

I have left on the back table all the survey data that we have completed over 5 years to show that we have made a difference in many areas. To give you an example:

In 1986, only 8 percent of our students indicated they had never used alcohol; in 1990, 28 percent of our students indicated they never used. In 1986, 46 percent of our students said they had never used marijuana; in 1990 after our program was put in place, 76 percent of our students indicated they never used marijuana.

A significant factor has been, and my colleagues here know, that cigarette smoking is a single—one of the single, strongest predictions that students are going to have problems with drugs in the future.

In 1986, 25 percent of students were regular daily cigarette smokers. After our programs were put in place, that dropped down to 14 percent of our students who were daily cigarette smokers.

I think—this data and I think probably what we've learned is that our success involved students, involved parents, it involved the community and most of all—what the Federal Government had to offer to us. Money for drug-free schools is critical. If that money is dropped or—programs will no longer exist.

I think that the only thing that has helped us immensely is the fact that the U.S. Department of Education has set up five regional centers around the country. Without their expertise, without their training, we would have never succeeded.

So that's my testimony. And data and specific information are available on the table in the back of the room. Thank you.

[The prepared statement of Dr. Thomas Connelly follows:]

No. 6

WAPPINGERS CENTRAL SCHOOL DISTRICT

Special Counseling Programs Office

THOMAS J. CONNELLY, COORDINATOR
(914-297-7260)

COMPREHENSIVE SUBSTANCE ABUSE
PREVENTION, INTERVENTION AND
AFTER CARE PROGRAMS
FOR PARENTS, STUDENTS, STAFF
AND
COMMUNITY

(40)

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ABSTRACT

The Wappingers Central School District, responding to rapidly increasing drug and alcohol use among students, created the position of Coordinator of Special Counseling Programs. The purpose of the new position was to assess the severity of the problem and to develop and implement prevention programs.

During the five years that the program has been in place, the Coordinator of Special Counseling has developed a comprehensive prevention program for all district students from kindergarten through twelfth grade and their parents.

The program is based on the results of current research, particularly the work of J. David Hawkins and Richard F. Catalano of the University of Washington. . It includes a variety of academic and support programs that provide information and deal with related issues that may contribute to drug use.

The WCSD actively seeks family and community involvement in the Prevention Program. The cooperation of the school, family and community can help protect students against factors that lead to drug use.

The WCSD Prevention Program

- focuses on reducing risk factors that can lead to drug use
- provides early intervention procedures and programs
- provides programs for high risk students
- has a comprehensive aftercare program

PHILOSOPHY

The Wappingers Central School District (WCSD) is committed to the prevention of alcohol, tobacco, and other substance abuse. The latest research is used to formulate and update district philosophy and policy. The district uses the following principles as guides for the development and maintenance of its substance use/abuse prevention efforts and for any disciplinary measures related to alcohol and other substances.

1. Alcohol, tobacco and other drug use/abuse is preventable and treatable.

2. Alcohol and other substance use/abuse inhibits the Wappingers Central School district from carrying out its primary mission of education students.

3. The behavior of the Board of Education, the Administration and all school staff should model the behavior asked of the students.

4. While the Wappingers Central School District can and must assume a leadership role in alcohol, tobacco and other substance use/abuse prevention, this goal will be accomplished only through coordinated, collaborative efforts with parents, students, staff and the community as a whole.

Wappingers School District policy states that no person may use, possess, sell or distribute alcohol or other substances nor may use or possess drug paraphernalia, on school grounds or at school sponsored events, except drugs as prescribed by a physician. The terms "alcohol and other substances "shall be construed throughout this policy to refer to the use of all substances including, but not limited to, alcohol, tobacco, inhalants, marijuana, cocaine, LSD, PCP, amphetamines, heroin, steroids, look-alikes, and any of those substances commonly referred to as "designer drugs." Additionally, the following persons shall be prohibited from entering school grounds or school sponsored events: any person exhibiting behavior, conduct, personal or physical characteristics of having used or consumed alcohol or other substances.

The WCSD recognizes that the problems of alcohol and other substances use/abuse are not limited to the student population but affect every segment of society. As such, the Board has established an Employee Assistance Program that will provide appropriate and confidential prevention, intervention, assessment, referral, support and follow-up services for district staff who seek assistance with alcohol and other substance use/abuse related problems, emotional problems, mental illness, and other human problems.

The District recognizes that it has no right to intervene unless employees personal problems adversely affect their job performance. When unsatisfactory performance does occur, the District's supervisory personnel will encourage employees to manage and move toward a resolution of their problems on their own or with the help of the Employee Assistance Program.

BACKGROUND AND NEED

From 1983 to 1985 the WCSD experienced rapid growth and overcrowded schools. It was during this time that there was a 25% increase in the number of students arrested for possession and/or dealing drugs on campus. Fifteen percent of the violent confrontations in school were drug related. There was also a significant increase in the number of students identified as children of alcoholics. WCSD provided the largest percentage of students in county alcohol support groups.

Between 1983 and 85 the number of suicide attempts and gestures doubled among the students. The county family court placed twice as many students in group homes during this period. The school Pupil Personnel Department hired additional personnel to handle the increase in referrals. The district PINS (Parents In Need Of Support) organization reported that twice as many parents were coming to the meetings complaining about their child's involvement with alcohol and drugs.

In 1986, WCSD created the position of Coordinator of Special Counseling Programs in order to develop effective programs to help students and their families who were involved with alcohol and drugs and to develop prevention programs. In May of 1986, the Coordinator administered a Substance Abuse Survey to 2,487 students in grades 7 - 12. The survey results confirmed that a serious alcohol and drug problem existed. The following table gives a partial list of the results.

SUBSTANCE ABUSE SURVEY 1986

SUBSTANCE	TOTAL WHO TRIED	USE 2-3 TIMES A WEEK	ALMOST DAILY
Alcohol	91.8%	18.6%	5.8%
Tobacco	72.6%	5.3%	25.5%
Marijuana	52.9%	7.2%	10.6%
Inhalants	30.1%	1.6%	2.1%

The Coordinator together with a committee of district staff, students, parents and community developed a prevention/intervention program for all district students based on the latest drug and alcohol etiological research. The program consists of four components: primary prevention, secondary prevention, tertiary prevention and aftercare. Primary Prevention develops student social skills, refusal skills, information and bonding to the family and school. Secondary Prevention provides means to make early identification of alcohol/drug abuse and provide support services for the student and family along with monitoring of use. Tertiary Prevention provides treatment programs, an alternative high school, parent support groups and student peer groups. Aftercare involves re-entry policies, aftercare meetings, student and parent support groups and Al-A-Teen meetings.

The Substance Abuse Survey is administered to the secondary students every four years to determine long term program effectiveness. Process and short term outcome evaluations are conducted for each program.

GOALS AND OBJECTIVES

Mission Statement: The Wappingers Central School District is committed to the prevention of alcohol, tobacco, and other substance abuse. The program elements used by the district promote healthy life styles for its students and staff and inhibits the use/abuse of alcohol, tobacco and other substances.

GOAL

The goal of the WCSD Prevention Program is to significantly reduce the number of students K - 12 who abuse drugs and alcohol.

OBJECTIVES FOR STUDENTS

1. Develop refusal skills and social skills.
2. Provide age appropriate information about drugs and alcohol and their effects on the individual and society.
3. Provide peer support groups for students.
4. Encourage bonding to the family and school.

OBJECTIVES FOR STAFF

1. Know the WCSD alcohol and drug policy and policy implementation.
2. Recognize risk factors for students.
3. Know about drug abuse and dependency.
4. Know about the effect of drug abuse on family members and the school community.
5. Know how to intervene and refer students to resources in the school and community.

OBJECTIVES FOR PARENTS

1. Know the effects of drug abuse and dependency on the users, their family and community.
2. Identify risk and protective factors.
3. Know the school and community support services for drug and alcohol abuse.
4. Develop family rules concerning drug use, establish appropriate consequences for use and know how to reinforce positive behavior.
5. Know the WCSD alcohol and drug policy and policy implementation.

The above goal and objectives structure the WCSD Prevention Program. The programs apply to all students kindergarten through twelfth grade and their families. Programs for district staff involve all employees of the district including teachers, administrators, social workers, psychologists, librarians, secretaries, custodians, bus drivers, cafeteria workers, and monitors.

EVALUATION

PROCESS EVALUATION

There are a variety of programs offered to students, staff, parents and the community. The process evaluation procedures are fundamentally consistent for each type of program offered.

Program implementation is monitored utilizing time lines and pert charts. Pert charts list strategies, tasks to be performed, key people responsible for the tasks, how and when the tasks are to be accomplished, resources and evaluation procedures. Discrepancies are noted between the program plan and the implementation. Changes are made when necessary to improve the efficiency and quality of the program. The pert charts provide a procedural outline for programs that are presented each year. A copy of a pert chart form is shown below.

Strategies	What is to be accomplished	Who is responsible	How to be accomplished	When to accomplish	Resources Needed	Accountability/ Evaluation

Copies of receipts and contracts are kept to record program delivery and monitor the budget. Attendance is kept to determine the number of participants. A survey is presented to parent, staff and community participants in order to determine the quality of the program and obtain suggestions for improvement. These surveys are also used to assess the needs of the participants. Programs are provided in response to staff, parent and community requests.

OUTCOME EVALUATION

Outcome evaluation is conducted in two phases - short term and long term. Short term evaluation assesses the immediate impact of the program through a one year period. Long term evaluation assesses the impact of the program on the students over a four year period.

Short Term Evaluation

The immediate impact of classroom programs is determined by the use of pretests and postests. In addition, some staff and parent programs use pre and post tests. Surveys are also used for staff and parent programs. In addition to the questions described in Process Evaluation, the surveys ask the participant to report their attitudes, behaviors, knowledge and/or additional needs. The surveys also assess overall satisfaction with the program.

Yearly impact of the elementary fourth through sixth grade programs is assessed using an Attitude and Opinion Survey developed by Dr. Ralph Earl. The survey determines student attitudes toward drug usage, behavioral patterns, self concept, social skills, and school bonding.

Long Term Evaluation

Every four years the Substance Abuse Survey is administered to secondary students from grades 7 through 12 to determine the effectiveness of the Prevention Program. Some of the questions include:

1. How often have you used any of the following: alcohol, amphetamines, LSD, quaaludes, marijuana, tranquilizers, heroin, inhalants, PCP, cigarettes, cocaine, look alikes and crack?
2. Have you ever come to school high on alcohol, marijuana, cocaine, other drugs?
3. If you do any of the following, in what grade did you start: cigarettes, alcohol, marijuana, other drugs?
4. Do you have a family member having a problem with alcohol or drugs?

At the same time, a brief survey called Patterns of Alcohol Use by Adolescents developed by Dr. Richard Schwartz is given to students 16 years and older. The survey determines the type and amount of alcohol consumed and the methods used to obtain it.

In addition to school surveys, community statistics are gathered. DWI arrests are monitored for drivers 16 to 18 years old. The number of students attending local alcohol support groups is collected as well as those students in drug rehabilitation programs. The number of yearly suspensions and arrests for drug and alcohol use is kept.

The Northeast Regional Center evaluates the WCSD Prevention Program. They provide frequent technical assistance and are very familiar with the program.

EVALUATION EFFECTS

The results of the evaluation process has resulted in program refinements and program cancellations since 1986. For example, additional staff training has been necessary to improve the Life Skills Program for grades 7 and 8. Other programs have been dropped because they were not meeting needs. One such program was a parent network to assure that no alcohol was being served at student parties.

Current research is disseminated to Program Committee members in order to assess programs in terms of what is likely to be most effective. The committee consists of district staff, students, parents, clergy, and the community. Each adds a unique perspective to keep the WCSD Prevention Program as responsive to participant needs as possible.

Each year a formal report is made to the Board of Education by the Coordinator of Special Counseling Programs. Programs presented throughout the year are described, the results of the programs are given and objectives for the next year are outlined. This report is also presented in the local newspapers.

MARKETING AND PROMOTION

A variety of promotional activities are conducted to inform and obtain the support of the community, parents and students. Newspaper articles are used to inform the public of the progress of the WCSD Prevention Program, give information about parent programs offered, and inform the community about student drug and alcohol usage. Recently, an article was published warning parents about a rapid increase in the use of inhalants among younger students, the dangers of inhalant use, symptoms of usage and where to obtain help.

The Coordinator has been a frequent guest on radio talk shows. Listeners are encouraged to call in questions and comments about drug and alcohol use and prevention. Television promotions advertise parent education programs and community awareness.

The Stop DWI Bus is a traveling classroom used to increase community awareness. The district renovated a school bus and outfitted it to show videos and disseminate literature. The bus is available to all community organizations and makes frequent appearances at the schools, shopping malls, and community events. The public is invited to walk through the bus, see the videos, and help themselves to a wide variety of literature concerning drug and alcohol dependency, the effects on the individual and family, community sources for help, and the effects of driving while intoxicated.

The Coordinator is an invited speaker at many local organizations such as the Rotary, Lions, Kiwanis, and Masons. In response to his presentations, the Community Coalition was formed to coordinate community efforts at drug and alcohol prevention. Members of the coalition include the Masonic Temple, the Rotary, the Town of Wappingers Police, local legislators, community leaders and the clergy. The Coalition has been very supportive of the WCSD Prevention Program by providing community linkages, volunteer workers and financial support.

The Wappingers Central School District has received the following awards:

- New York State Department of Education Award for Excellence and Comprehensive Substance Abuse Prevention Programs 1989
- U.S. Department of Education National Model Drug Free School Award to Fishkill Elementary School 1989
- U.S. Department of Education national Model Drug Free School Finalist to Myers Corners Elementary School 1990
- Nationally recognized Suicide Prevention Program - National Association of Secondary School Principals

TARGET POPULATION

The WCSD Prevention Program targets all students in the district - kindergarten through twelfth grade and their parents. The students and their families come from a diversity of cultural backgrounds, brought in by IBM and the local economy.

The WCSD is located in the Mid Hudson Valley,approximately 60 miles north of New York City. The district covers nearly 127 square miles and includes the towns of Wappingers, Fishkill, East Fishkill, and portions of Poughkeepsie and LaGrange in Dutchess County. It also includes small sections of Kent and Phillipstown in Putnam county.

The district is made up of ten elementary schools, two junior high schools, and two senior high schools. It serves approximately 12,000 students and employs 789 professional teaching staff and 550 support staff which includes secretaries, custodians, bus drivers and paraprofessionals. There are 5 group homes in the school district and a number of WCSD students attend an alternative high school with an enrollment increasing at least 20% each year.

The district is principally a residential community of 110,000. A large percentage of residents commute to Manhattan and Westchester County. IBM, the New York State Government, and the Federal Government are major local employers. Approximately 20% of the New York State employees are law enforcement offers or security guards at local prisons.

The WCSD Prevention Program targets all students in the district - kindergarten through twelfth grade and their parents. The students and their families come from a diversity of cultural backgrounds, brought in by IBM and the local economy. Special programs have been developed for the high risk student to meet their special needs. High risk classification includes children of alcoholics, drug and/or alcohol users,

ACTIVITIES AND STRATEGIES

The WCSD Prevention Program consists of four components: Primary Prevention, Secondary Prevention, Tertiary Prevention and Aftercare.

Primary Prevention teaches students from kindergarten through sixth grade the following: social skills, refusal skills, and age appropriate information about drug use and its effects. Family participation and school bonding are encouraged.

PRIMARY PREVENTION

Program	Target Population	Providers
Here's Looking at You 2000	Grades K - 12	Teachers and Parents
Children Are People Too	Children of Alcoholics Grades 1-6	Social Workers
Staff Training	Teachers of Grades K - 8	Paid Consultants
Preparing for the Drug Free Years	Parents of Students Grades 3 - 6	On-Staff Certified Trainers
Parent Information Night	Parents of Students K - 6	On-Staff Certified Trainers
Refusal Skills Play	Students K - 6	Students Grades 7 - 12

Secondary Prevention Programs target students at the secondary level, grades 7 through 12. The main focus of the programs is to continue developing social and refusal skills and provide information about drug and alcohol use. The staff are trained to identify high risk students and students suspected of using drugs. They receive instruction on district drug policy and the correct procedure for implementing the policy and referring students. Family involvement is encouraged.

SECONDARY PREVENTION

Program	Target Population	Providers
Staff Inservice	Teachers Grades 7 - 12	Paid Consultants
Emerson Weekends	Teachers Grades 7 - 12	Paid Consultants
Living With Your 10 - 15 Year Old	Parents of Students Ages 10 to 15	On-Staff Certified Trainers
Building Crisis Teams	Students in Crisis- Drugs, Suicide	Building Staff
Peer Leadership	Students Grades 7 - 12	Staff and Paid Consultants
Life Skills	Students Grades 7 - 8	Teachers
Staff Training - District Policy	All District Staff	Administrator

Tertiary Prevention is provided to students who are using alcohol and/or drugs. The programs that are provided vary according to the needs of the student. Student Assistant Counselors provide intervention, assessment and aid in the placement of appropriate programs. Parent support is provided by PINS (Parents in Need of Support). For students who remain at school, support groups such as Alanon are provided. Peer support is provided through the Rap Room, a room where students may go to discuss their problems. Where appropriate, rehabilitation is provided hospital staff.

TERTIARY PREVENTION

Programs	Target Population	Providers
PINS	Parents of Students Using Drugs	Parents - Peer Support
Parent Education on Intervention	Parents of Students Using Drugs	District Staff
Student Assistant Counselors	Students Who Use Alcohol/Drugs	Council on Alcoholism
Rehab Hospital Visits	Students Who Use Alcohol/Drugs	Four Winds Hospital
Rap Room	Students Grades 9 - 12	District Staff
Alanon	Students with Alcoholic Family	Community Volunteers

Aftercare Programs are designed to meet the needs of students upon their reentry to school. The programs consist of support groups for students and their parents, and a three year monitoring of their progress.

AFTERCARE

PROGRAM	TARGET POPULATION	PROVIDERS
Student Assistant Counselors	Recovering Students	Council on Alcoholism
Hospital Visits	Recovering Students	Four Winds Hospital
Hospital Aftercare Meetings	Recovering Students	Student Assistant Counselors
AA (Alcoholics Anonymous)	Recovering Students	Community Volunteers
NA (Narcotics Anonymous)	Recovering Students	Community Volunteers
Alternative High School	Recovering Students	Community
Alanon	Students from Alcoholic Family	Community volunteers
PINS	Parents of Aftercare Students	Parents - Peer Support

COMMUNITY COORDINATION

The WCSD works closely with the community to develop and support the district programs. The Drug Free Schools Advisory Council consists of twenty-one members who represent students, administrators, health coordinators, substance abuse professionals, teachers, parents, law enforcement officers, community organizations, state and local officials and the religious community. The Advisory Council determines appropriate programming for Drug Free School funding.

In addition to the above committee, members of the community formed a Community Coalition to support the WCSD programs and coordinate community efforts at drug and alcohol prevention. Members of the Coalition include the Masonic Temple, the Rotary, the Town of Wappingers Police, local legislators, community leaders and the clergy. The WCSD Coordinator of Special Counseling is an advisor to the Coalition. The Coalition provides community linkages, volunteer workers and financial support.

Many of the WCSD program are provided by community agencies. The Dutchess County Council on Alcohol and Chemical Dependency and Dutchess County Mental Health provide some student support groups such as Alanon and AA. They also participate in staff training. The WCSD organized and supports a teen AA group.

The WCSD is sponsoring a program called Community Outreach. A Wappingers Police officer will receive one weeks training in intervention skills. While responding to calls involving domestic violence, the officer will be able to identify high risk children and obtain parental permission for referral.

The Coordinator for Special Counseling is always available to speak to community organizations and actively seeks community support.

The Northeast Regional Center provides technical assistance for the programs. It also evaluates the Prevention Program.

REPLICABILITY

WCSD uses a Pert Chart to monitor program procedures. Planning information is recorded on the chart and implementation procedures are compared to determine the effectiveness of the plan. Changes are made in the plan where advisable to ensure the success of the program.

Detailed records are kept of each program. Evaluations are utilized and kept. Attendance is recorded. School records are kept of drug and alcohol suspensions. Survey results are recorded and analyzed.

The district receives 4 to 5 requests daily for program information which the district can supply. At present, information has been sent to 150 different localities in the Northeast Region and in California, Florida, Georgia, Texas and Canada. Information has also been sent to the Department of Defense Dependants Schools in Ankara Turkey. A request from the Russian Ministry of Education was made for the Coordinator to present the WCSD Prevention Program to officials in Russia in June.

The Coordinator of Special Counseling has developed several publications which describe various aspects of the Prevention Program. The publications include:

Substance Abuse Prevention Training Material for District Personnel
Districtwide Suicide Prevention Training Material
Districtwide Suicide Prevention Intervention and Postvention Procedures
Substance Abuse Prevention Training Materials for Parents
Crisis Training Manual
Drug and Alcohol Survey 1986 - 1990
PINS - Parents in Need of Support

These materials are made available free to all upon request.

PROGRAM MANAGEMENT

The WCSD Prevention Program is managed by the Coordinator of Special Counseling. The coordinator is assisted by a full time secretary and half time secretary. Much of the assistance for carrying out programs is provided by district staff, parents and community volunteers.

The Coordinator of Special Counseling is Mr. Thomas J. Connelly. He has been a teacher and administrator in the district for 26 years. Mr. Connelly has received specialized training from the Harvard Medical School on adolescent suicide. He has attended the Center for Early Adolescence and received training in the program Living With 10 to 15 Year Olds. Mr. Connelly has also received training from Developmental Research and Programs, Seattle, WA on Preparing For the Drug Free Years and Here's Looking At You 2000. He trained at the Johnson Institute for Choices and Consequences and How to Intervene with Adolescents Who Use Alcohol/Drugs. Mr. Connelly is a Member of the President's Council n Drug Prevention . In 1990 he testified before a congressional committee on drug prevention.

The Office of Special Counseling received a budget of $112,177.36 for the Wappingers Central School District for the year 1990-91. The district also received $58,115 from the Drug Free Schools Program. The budget shows how the money was spent.

District staff receive yearly training in drug prevention. During the year 1990-91, 550 staff received immersion weekends which provided 15 hours of comprehensive training. Inservice workshops are also provided yearly to update all district staff members. The immersion weekends are given by paid consultants. Inservice workshops are provided by the Coordinator of Special Counseling Programs, community volunteers or paid consultants.

Current research results are disseminated through staff training sessions, meetings and newsletters. Bimonthly meeting are held with staff. Weekly meeting are held with Student Assistance Counselors.

BUDGET

PERSONNEL		
Coordinator		$63,578
Secretaries		
Full time		21, 144
Half time		4, 500
NEW EQUIPMENT		843
SERVICES		5,248
COPIER		950
MILEAGE		1,749
SUPPLIES		3,498
LEARNING MATERIALS		3,750
REFERENCE BOOKS		617
SOFTWARE		300
WORKBOOKS		6,000
	TOTAL	**112,177**
DRUG FREE SCHOOL		**58,115**

ORGANIZATIONAL CHART

COORDINATOR
SPECIAL COUNSELING PROGRAMS

FULL TIME SECRETARY
HALF TIME SECRETARY

PROGRAM SUPPORTERS

DISTRICT STAFF

COMMUNITY VOLUNTEERS COALITION

COUNTY RESOURCE SERVICES

CONSULTANTS

NORTHEAST REGIONAL CENTER

Chairman OWENS. Thank you very much, Mr. Connelly.

Your survey results will be reviewed by the committee. In addition to that, your entire written statement will go into the record.

Mr. Gerald Edwards.

Mr. EDWARDS. Mr. Serrano, Mr. Owens and Mr. Ballenger, thank you for inviting me here today.

I do not have any written testimony per se. I have my remarks; I just didn't have time to prepare them, but I'd like to give you mine.

First of all, I am the Director of the North East Regional Center for Drug-Free Schools and Communities for the 12 north east States which run from Maine down to——

Chairman OWENS. They're having trouble hearing you in the back. The school must be in the lane going to the airports; we're having trouble hearing you.

Mr. EDWARDS. I'm responsible for all the States from Maine down to Maryland and out to Ohio, 12 north east States, and basically I'm in charge of training the school systems, the colleges who deal with in-service and pre-service training of teachers and working with the State education departments which are responsible for drug free schools and communities——

I've been the regional director for the last 19 years and during this time, pretty much it's been my life's work because I used to be—I came out of New York City and I feel very strongly about the educational process.

I'd like to say what I have to say rather candidly. First of all, I was interested very much in Mr. York's remarks because I'd like to reinforce them. Everybody in this country keeps on looking for the fantasy of the one program that's going to do it; it just doesn't work that way.

You've got multifactors involved in drug use. So it's absolutely ridiculous for people to look for a single curriculum that's going to do the job for kids. My experience over the 19 years is if you want to make changes, you have to make change not only in the school systems but in the community as well. So I concur with your opinion.

You're going to have to deal with the kids in the classroom, you're going to have to deal with the teachers, you're going to have to deal with the school climate, you're going to have to deal with the parents, you're going to have to deal with the businesses to support the efforts in the system. Schools can just do so much.

Their aegis is pretty much from 9 o'clock in the morning until 3 o'clock in the afternoon and some of them have after school programs. The truth of the matter is most drug use occurs in the evening, and on the weekends.

And so you could put all of the programs together in school, it's just one phase, and I think it's an important phase. But if we enter the school classroom, teachers don't know how to teach. They do not know how to do group work, they do not know how to bond with kids, they do not know how to make them feel good, not only about themselves, but to give them some direction for the future.

Self-esteem is fine but I've seen a lot of kids who have great self-esteem because they can push drugs and have a lot of money in their pocket. So it's a question of how you use that self-esteem. So

it's critical to me that the teachers understand how to work, pretty much how to work in the classroom; their attitudes are very important.

The school climate in which kids live for a good portion of the day is extremely important. If they do not like that school plant, they're going to drop out mentally and ultimately drop out physically. And I'm sure there is a great deal of data substantiating the fact that most of the kids who drop out of school generally will be involved with alcohol or other drugs.

So one of the keys is, how do you keep kids in school, how do you keep them attentive? Well I think that's an issue. I think unless the school systems start paying attention to the way teachers teach in the classroom and the way the school environment is conducted, you can talk about site-based management—about a lot of other things, but who supports the teachers, who supports the administrators, and then, of course, without question, who supports the kids? And unless that total climate is a positive one, you're going to still see the problem as you see it today.

I will now tell you my problems in New York City and other places. We know we're successful in many other areas because we do happen to have an evaluation. We evaluate our programs in a rather interesting way.

Since we have multiple programs going into a given community, it's very difficult to tease out the single program. People come in, they want to say, well what are you doing in the classroom with—we can't do that. Because when we're finished in the school district then we have 20–30 programs in the school and community.

Therefore, what we do is a pre-assessment of the schools and then we do a post-assessment a year or two later, and we can demonstrate across-the-board a drop in—the data is available, it has not been published. But it's hard nosed and it's also a control group study. We've been doing it for a number of years.

Of course, we are interested in what does occur in the community as well as in the class and school. Our biggest problem is getting schools to come for training because we do team training which means that you have to send us a core of people from a given school building for a week and therein lies a significant problem.

In the Bronx, for instance, from District 12, we had a group of teachers come. And in 1 year the—the schools had the greatest increase in reading scores in the whole city, and that's in District 12. The school I don't remember but I know there was a 26.6 increase in the reading scores, but we had to change the way the entire school was being run.

You talk about site-based—they were involving all the teachers and the community in the process. This takes a lot of time. It means that you can't do it from 3 o'clock to 5 o'clock in in-service training. You've got to get the core group away, to live together, and, if you will, bond, and to exchange ideas and then to set up plans to affect their school buildings.

In New York City people do not want to go. In New York City we have a lot of problems. Principals will tell you over and over, if I go away for a week my school will burn down. And when I ask them the question, what happens if you're sick for a week, they have no response. But they're under stress, they're under pressure, so the

principals do not want to leave. And without the principal we don't want to train because we know it's not going to be significantly—it will not significant impact the group and no change will occur. And that's one of the biggest problems.

If you want to bring about the changes that Mr. Giordino and some of the other panelists have suggested, I think you have to take the core of people, get them away from the school system, teach them the techniques that they're going to need, send them back to the school system, train a larger group, so that the critical mass is sufficient to make change in the school community.

And only then, through a multiple programming and a large critical mass of people involved in the process, will there be a change. We have data to prove that there has been a change and I truly believe that no one program will ever compete with that kind of change.

Thank you.

Chairman OWENS. Thank you.

We're joined now by Mr. Ozelious J. Clement. We know him in Brooklyn as Zeke Clement. Zeke is from my district. He's spent a lot of years serving the students of New York in various capacities. One of those capacities was as a school principal. He retired and since then has, among other activities, founded the Jackie Robinson Center for Physical Culture.

I want to welcome you, Zeke. And we know that you probably experienced what I experienced today; it's hard for Brooklyn people to find their way through the Bronx.

Mr. CLEMENT. It certainly is.

Mr. SERRANO. I could always find Ebbets Field.

Chairman OWENS. So, your written statement we have, Zeke, and we'll enter it into the record in its entirety. You may highlight that statement any way you see fit.

Mr. CLEMENT. Thank you, Major, and it's a pleasure to be here——

Chairman OWENS. We're having a little trouble with the mike so hold it closer in order for them to hear you in the back.

Mr. CLEMENT. I said thank you and it's an honor to be here with the panel of distinguished congressmen.

I do want to emphasize one word. If there was one word I would leave with you today it would be the word institution. If I were going back to my teaching days, I would say to my class, now let's all say that word together, institution. We get to the point where we ask ourselves: well, what do we really mean by institution?

The fact of the matter is our society is driven by institutions. Institutions play the key role in our society. If institutions are functioning well and flourishing, then our society moves ahead, it flourishes.

When they are functioning poorly, we go into a state of decay, and I have to say at the present time we're near collapse; it's bad, it's really horrendous proportions.

Now, we can't look at all of the institutions but we certainly need to take a look at the institutions that impact most on children, and that, of course, takes us to the institution of the school system for one.

I have some information in the prepared statement that I've given you, and if you care to look, I think it's about the third page, it talks about the top seven problems in the public schools then and now.

In 1940, folks, the seven biggest problems for the school system were talking, chewing gum, making noise, running in the halls, getting out of line, wearing improper clothes, not putting paper in the wastebasket.

Now we hit 1988, and we know a lot has happened since 1988. But in 1988, the seven problems were drug abuse, alcohol abuse, pregnancy, suicide, rape, robbery, assault. Now, if that doesn't tell us something about an institution, I don't know what does. These are not my figures, these are the results of a study that has been published.

Clearly, the institution of the school system in New York City needs help. Let me pass for a moment to another institution, the institution of the family. You know, we really don't have a family; we don't think of a family if we don't also have children. Children are the core of the family. You think of a couple when they don't have children, but if we have children it's a family.

The institution of the family in New York City is going through tremendous, tremendous traumas right now. And if you turn two pages into that report you'll see 1 day in the lives of America's children. And you'll see some startling statistics there. I'm not going to read it, you can read it yourself, and it's available for much of the audience, but certainly it suggests that our family situation is desperate and our families need help.

Now, we talk about the drug culture and drugs in our society today. We have to recognize that we're now into the second and third generation, not something that started yesterday. It's further imbedded in the society and it is destroying the institution of the family.

And in the—family, there is that community which we can also list as an institution. I know when I was coming along, the community played an important role in the development of all youngsters. There were people that were active in the community, that looked out for you no matter what, wouldn't let you do the wrong thing, communicated with your parents; you just had to stay in line because the community helped to keep you in line. The community was moving ahead.

We talk about membership now and bonding, that was an automatic; it was built into the community. We had people that were moving ahead; we had our college graduates, we had our business people that were flourishing, and we looked out, to a large degree, for one another. In our communities today that is not happening. And our communities, the institution of community, needs an awful lot of help.

I have to say to you this morning that your former colleagues in the New York State Legislature, Assemblyman Roger Green, Assemblyman Van, recognize this situation. They mobilized the other legislators—as you know, in central Brooklyn—Clarence Norman, Frank Roylan, Velmette Montgomery, at every level, and they drafted me.

They twisted my arm because they knew I was involved in the community for many years. They knew of my background, the educational background as well as sports and recreation, and they said, "Zeke, this is what's impacting on our youngsters. Look at the school system, look at the family situation, look at the community situation. What can we do to turn this around?"

And after a lot of brainstorming, a lot of talking to a lot of people, we concluded that we must retain another institution. An institution that will be able to throw out the lifeline and help the school system, throw out the lifeline and help the families, throw out the lifeline and help rebuild the communities, while at the same time building an institution that would really focus on children and helping to raise them right.

So with that, the Jackie Robinson Center was born. And that was the mission, as articulated by our legislators, to meet: get out there and create this institution that's going to do all that.

When you stop to think about that you say, "Well this is an impossible task. I mean, nobody in their right mind takes this on. What are you going to start with?" And there was nothing.

The legislators got together and they said, "Well here's some seed money and we'll hook you up, fund it through one of the local institutions in the community, Medgar Evers College. So, we became a center of Medgar Evers College and we went from there.

I can tell you today that we have 4,000 youngsters participating in the program. I can tell you today that we have 16 schools participating from 3:30 to 9:30. I can tell you that we have mobilized and done a tremendous job of training over 300 community people in such positions as teachers and counselors, coaches, and instructors and we have forged a funding consortium from so many different sources to begin to build this institution.

The story is bigger than that because you really have to begin to see how the Jackie Robinson Center seeks to meet that mission. There are so many things that we are doing right now to bring about substantive change in the New York City school system.

For example, we provide sports and cultural activities for all 4,000 of those youngsters, and we know that's the carrot, that's the bait, that's what attracts them, that's our magnet. It attracts and it retains our youngsters. And we go out and get the best professional kind of coaching and instruction in these activities that we can, and we break our backs.

We stay up nights writing proposals to get the uniforms and the equipment, to pay for officials, and the things that are important to children. And every time there is a budget crunch or for any other reason, as a society, we can find a reason for not giving to our children. That's got to stop because it has to become the priority at all levels of government.

And when you do that, you can demand—and we do and we get—that every youngster, every one of those 4,000 youngsters, puts equal time in the classroom. So, from 3:30 to 9:30 each evening all the youngsters get an hour and a half with an activity—and some of those activities should be on Broadway. Perhaps you've seen our marching band, the Jackie Robinson Steppers; they're all over. We have drama groups that are all over. A very professional play with a strong anti drug, stay in school message will be pro-

duced next month by our young people. We're doing fantastic things already. And this institution is in its infancy.

In addition to the hard core instruction that our youngsters get, we give them counseling. They get counseling every week in groups and as individuals as it is needed. We link with other agencies. And so we're continually having workshops around AIDS, around drug abuse, around teen pregnancy, around cultural heritage, around the things that are going to make a difference in that the life of these youngsters, around the things that are going to fortify these youngsters; whether they end up on a college campus in Michigan or someplace in Florida, they're fortified within.

They will have their skills, they will have their education solidly behind them, and they will have their head screwed on right so they can become successful in this world, and come back and make a difference in our communities; that's how our communities grow.

Now, we do much more than that educationally, much more. For instance, we are preparing right now—I met yesterday with all of the principals of those 16 schools—and we are preparing a coordinated curriculum program that will begin the school day. It will involve all the teachers and will extend to the afternoon. And it's designed so that a youngster, as early as the third grade, doesn't fall behind, stays on target, and marches through the school system unimpeded.

This is a solid gift to the educational system. As the song goes, "If you can do it here, you can do it anywhere." And there are a lot of places that—We're going so far beyond. We have plans to produce a teacher training academy. All of the teachers in our program will be mandated to participate in staff development.

I heard some remarks as I came in about the need to train teachers. This is an opportunity to train our teachers. All of our teachers are licensed Board of Education teachers. All of them that we train, all of them that are dedicated and committed to producing a successful Jackie Robinson Center for Physical Culture institution also work in the school system, also will be benefiting children from 8:30 in the morning until 3 o'clock in the afternoon.

There are many, many other kinds of endeavors that we're drawing together in a kind of partnership to make it happen; that's how we throw the lifeline to the Board of Education as an institution and say, "hey, let's work together because you can be stronger and you can meet your mission better with our help and we can become a bona fide institution in the process."

Chairman OWENS. On that note, Mr. Clement, it's a good point to pause. I'm going to ask your indulgence, and the indulgence of the other members of the panel, because we have the Chancellor of the New York City School System here, and he has a time problem. We're grateful that he's here.

I hope that none of you have a time problem. You can take seats and return to the table for questioning. You can finish your statement at that time, Mr. Clement.

Mr. CLEMENT. Thank you, Major.

Chairman OWENS. Thank you very much for your cooperation.

Welcome, Mr. Chancellor.

Mr. FERNANDEZ. Thank you, sir.

Chairman OWENS. And since you have a time problem, Mr. Serrano would like to make a brief statement of welcome.

Mr. SERRANO. Yes. Thank you, Mr. Chairman. I would like to welcome the Chancellor to the 18th Congressional District and to this committee hearing. The Chancellor, as Mr. Ballenger and Mr. Owens well know, is in charge of the largest school district in the Nation with over one million students and thousands of professionals and paraprofessionals. In fact, someone once told me that only the Catholic church and the U.S. military run a larger operation than the New York City School System. In that case, that puts the Chancellor somewhere between General Powell and the Pope. With that thought in mind, we welcome you, Mr. Chancellor, and we look forward to your testimony.

STATEMENT OF JOSEPH A. FERNANDEZ, CHANCELLOR, NEW YORK CITY PUBLIC SCHOOLS, BROOKLYN, NEW YORK

Mr. FERNANDEZ. Thank you Congressman Owens, Congressman Serrano, Congressman Ballenger. Thank you for inviting me.

That's good company to be in, Jose, between Colin Powell and the Pope. I hope I can maintain the status there.

I wanted to share my thoughts with the committee regarding the President and the Secretary of Education's educational plan because I think it has significance to everything that you're all about up there, and certainly it has major significance for urban education.

The President's plan on education, the road map that we all have now, that was recently issued by the President and Secretary Lamar Alexander, is something that I wanted to talk about because it has significance, obviously, for the committee work that you're doing, and certainly has significance for all urban centers, and in particular in New York City where I'm convinced that if we can do it here, it can be done anywhere.

And much of what's in the plan we applaud. We have some areas of concern, but much of what's in the plan we applaud. I'd like to walk through just a little bit of it with the committee if I could.

First of all, we're delighted that they endorsed the site management. As you know, that's been our flagship here in New York City. It's something that we had in Miami when I was superintendent. To date, we have about 207 schools out of our 1,000 schools that are school-site managed schools, and this is voluntarily. This is where a majority of the parents and the teachers and the administration opt to be a part of the school.

There are some very exciting things going on in that school once they get past the government's issues and they get into the substantive issues—turn things around for kids in our community.

Programs are very innovative. We just did a survey in terms of parental involvement—significant improvement in parental involvement. In about a week from now we'll be having about 2,000 parents at the Hilton. I'm told that these things stopped for a long time in New York City schools and we're trying to turn that around now.

So we're really getting into the issue of greater parental involvement at all levels, but particularly at the grass roots level which is

at the school where we think it's critical. That's one of the by-products, incidentally, of school-based management and shared decision-making.

The other piece that's very interesting is that I think we're starting to approach opening up the doors, if you will, to other outside groups like community-based organizations—I know there's a great interest on the part of the committee—and without the bureaucratic red tape that we often put out in front.

We have a long way to go, but at least that wall is starting to come down. And also the business corporations. We've had tremendous cooperation from foundations, business corporations. It's not unique in New York City now—with the new relationship that we have with the business corporations—for some of the top CEO's to go with us to Albany and help us lobby for the education agenda.

And I think part of that is that we're not continuously treating them just like a deep pocket, but really have asked them to come into the fold and help us develop the education agenda, particularly as it relates to work force issues which, as you know, are a real concern.

Incidentally, I think part of that realization is the fact that, I know you gentleman know it, for a long time educational institutions, as good as organizations like the Jackie Robinson organization, our educational institutions would make it hard for organizations like that to work with them. So in spite of us, they had to find ways of getting in the system. And we're trying very hard to tear those walls down.

That's also true of the business organizations. For the longest time, we have been trying to deal with work force issues for the year 2000, never bringing them into the tent to help us define what it is that we're going to need in the year 2000 in terms of this community and in terms of the national work community.

To that end, to prove our case with them, one of the biggest issues is the issue of accountability, and that certainly is discussed in the President's and Secretary's plan. But I'd like to just briefly tell you what we've done here with accountability which is very critical to us.

First of all, as you know, we've eliminated the Board of Examiners, which was another needless level of certification, which in many respects worked against any kind of affirmative action that we had been committed to in the school district. Now in place of that, through legislation that we sought last year—and I appreciate the support that we got from Representative Serrano who was still in the assembly at the time—we were able to eliminate that body and create a different force which is much cheaper. It's costing us about $2 million. We were previously spending about $7.5 million. And it's an organization that's directly accountable to the Chancellor. And it's tied in, like it is in most States, to direct State certification, not to another level of certification at the local level.

We also, again with the assistance of Congressman Serrano, were able to get legislation passed on principal tenure. New York City, as you know, at one time had tenure to ability. If you were a principal and you got tenure to ability, you had that for life. It was literally impossible to move you from that building. And it made it

very difficult to use the strengths of particular administrators related to particular programs and localities.

We created an independent auditing committee. Here again, it was our commitment to the business community that we wanted them to see what we were doing in terms of how we controlled our expenditures, recognizing that's a two-edge sword because they may not like what they see. We also wanted to know from them how to correct what we do and put in good, sound business practices.

So, today, we have a standing audit committee made up of representatives of the big six. Our audit plans for the year, looked at our exceptions when they're noted, looked at how we're going to correct those exceptions, and looked at the follow-up that we do.

And that two-edge sword has been very helpful to us in terms of those very same people from the big six going out to the business community and telling them regardless of being well spent and being well managed, it's very critical particularly when you're trying to seek new resources.

Audits for community school districts. For the first time we will be having certified audits for community school districts. And I don't need to tell you two gentlemen from New York City, and I'm sure Congressman Ballenger you've probably read about it in the papers nationally, in many instances much of our problems with our fiscal management was at the district level. And we still have some districts where that's a problem. But we've now created certified audits. We've put in place a training program for the fiscal management of the district; where it's in conjunction with Baruch, we certify those people.

And for the first time—and I know you'll be glad to hear this, Joe, because this is one of the first things that Congressman Serrano hit me on when we had a meeting, I don't know, maybe 2 years ago, 18 months ago—was on the fact that many school districts get funds for substance abuse and they don't get to spend it; they have to turn it back in, part of the reason being that they can't agree on who's going to get the jobs.

For the first time in the history since I've been here, and I'm told for the last 5 or 6 years, we'll be returning less than 1 percent of those dollars. And it's 1 percent too much. But we've gotten very, very restrictive in terms of how those dollars are going to be spent.

We've had to supersede, as you know, in several districts and literally take over the substance abuse program to put it in order. So all that accountability is very key to us.

The same thing with the accountability at the local school level. We're now in a posture where we've gotten so sophisticated with developing the data base, profiles on schools, and budgets on schools, that at some point in the very near future, parents will be able to see the individual school budgets. And when that starts happening, parents will be able to start asking the right questions about how expenditures are divvied out from the district offices. The more sunshine we can bring into that process, the better off everybody in this community is going to be. So that's a part of our accountability.

Now the national level. As you know, part of the plan talks about a national test. And while I recognize we have to measure standards, it's no longer enough to measure urban schools against suburban schools; we're in an international race here.

And what many people fail to realize is that we're really talking about a standard of living in this country, a future standard of living. What we realize today, our kids may not be able to realize unless we get to the position where we're going to be competitive in the marketplace. And the bottom line of being competitive in the marketplace is directly related to our work force.

We know as we move from a manufacturing area into a service-oriented, high technology type area where the technology changes from year to year, from one generation to the next, the state-of-the-art equipment just keeps changing. It's very critical that we train our future workers so that they can think critically and that they can function in those places.

When you speak to people at Xerox or at IBM or at any of the major corporations they'll tell you, "Don't give me somebody that's trained to operate a Xerox or an IBM computer; we'll train them to do that. But, give us somebody that's able to critically think and analyze."

All the research tells us that the future generation of kids in the year 2000 will probably change jobs three or four times, unlike our generation where we generally went into a career and we stayed there. But the future talks about a 3 or 4 year career change. We have to train our future work force that way.

So, the national tests. I recognize that we're going to have wall charts as long as we're around, probably for the rest of our lives. They'll be comparisons between one school and the next, one district and the next, one school system and the next, one State and the next, and I don't know how to get around that. But I think for the first time maybe there's some realization that we're not testing always the right things.

The best example I can give you is the way we test writing skills on the part of students. I think everybody, whether you're an educator or not, recognizes that to test the person's writing skills you should look at a writing sample, that's how you test writing skills. Unfortunately, the way we do it nationally, in most cases, is by multiple choice test.

The reality of the matter is that when you use multiple choice examinations, it's much cheaper than going into a different type examination where you're grading essays or writing skills.

But there's a kink in the armor, I think, in the testing community. They're starting to look at that and I think there's a realization on the part of the Federal Government, particularly the Department of Education, that that agenda has to be opened up.

So we will be facing a national test; there's no doubt about it. We'll be compared in math and science not only locally, nationally, but internationally, and you'll have to do that. It will mean setting some national standards which I think the six goals have done.

And even though you may not totally agree with the goals, for the first time, I think we have national agreement between educators, business people, congressmen, and people in all walks of life, that we have a road map. And that's good. That's very good.

Now the key is how do we get there? And I think that's where the local issue plays up. I don't believe that we should have a national curriculum. I'm concerned that if you have a national curriculum in places like New York City, where we have to pay particular attention to the multicultural curriculum, that may get lost by the wayside.

I think there has to be some flexibility on the part of the local educational agency to have some control over the curriculum. I'm not, however, suggesting that we have control over what the national standard should be. I think that's healthy that we have national standards, and I really do believe that we should be reaching for the highest standards possible.

So the national testing, I think, is going to be here to stay for a while. I think we'll be looking at different forms of testing. I think there'll be a tendency to move us toward a national curriculum but I think we should be vigilant on that to make sure that we don't fall into a trap.

I don't have any problems with some core type of curriculum, but I think there has to be some flexibility left at the—below the level.

The issue that worries me the most is the one on school choice. Let me try to explain that so I don't scare people away on this. I'm not opposed to school choice. I'm opposed to school choice if there are not some parameters under which it operates.

I have a real problem when we're talking about choice and we know by our history and by experiences we've had—and incidentally, New York City is probably one good example where we've had choice. We have a lot of situations here where there is choice, including our famous school in East Harlem, to many of our high schools where 51 percent of our kids do get choice.

But I'm concerned about the parents that don't have the level of sophistication, through no fault of their own—it's not a put down, but through no fault of their own—to really make those choices for their children. Keep in mind 60 percent of our kids come from a single parent home in New York City. More than half of my kids are below the poverty level in New York City.

While education is the primary concern for us, in many homes throughout the city putting food on the table is a bigger concern. Putting clothes on the back of those kids is a bigger concern. Providing health services for these kids is a bigger concern. We have homeless kids today that we never dealt with in public education before. We have an AIDS epidemic that we're sitting on top of here.

And many people, many of our politicians in this community refuse to acknowledge that it's here. The tremendous pressure we got when we came forth with the HIV plan in terms of condom availability shows you the level of ignorance that exists in this community in terms of trying to protect what's happening there with our children. And I'm telling you as sure as I sit here, we're on a ticking time bomb and people better start realizing that we are.

So we have to educate our kids in terms of the dangers of this. Recognizing that teenagers generally feel they're infallible, most

teenagers will feel that that's not going to happen to me. I'm not going to catch the HIV virus.

And it's very critical that education, particularly in today's time and age, gets involved in issues like health and social issues. There's no way we're going to avoid them. And all those people out there that say, "hey, Fernandez, you and your school system should just concentrate on education." It's not going to happen that way; we're going to have to involve ourselves with health issues; we're going to have to involve ourselves with social issues.

The very reason that you're here in terms of substance abuse and alcohol abuse—these are issues that 10, 15 years ago we didn't discuss in the schools. There's a recognition on the part of politicians like yourself, I think, that you have to do it through education. And I submit to you that's probably what's going to have to happen in the areas of health and some of the other areas.

So my concern with choice is that first of all, it's not clearly defined to me. Are we talking about choice with the existing resources that we have now and with a possibility of those resources being funneled to non-public schools? I have a problem with that.

I have a problem with the message that it gives that maybe some of us have given up on the public schools. And I know there's a sense of frustration out there but I think we have to guard against that sense.

There are some good things that are starting to happen. The program—is starting to have an impact on kids. Regardless of the fact that many of our kids are poor and come from single parent homes or come from surrogate parents, those programs are starting to have an impact. For the first time we've had an increase in math scores. A superintendent would kill to have that kind of information to report.

We just had the Federal Government down here doing an analysis of our schoolwide Chapter 1 models. They loved what they saw. They're going to use the schools that they looked at as the national model. We've now refined our mathematics program. So there are some real good things going on in spite of what you're reading about the budget and the devastation that it's going to have.

I guess my message is that we're in a period of experimentation right now in public education and I think a lot of things are going to be tried. Choice is certainly something that seems to be the current buzz word that people are getting into.

I am concerned if choice turns into a voucher system. I'm really concerned about that particularly if it's talking about the same dollars that we know about.

And I guess finally, the pitch I'd like to make, and I know—forgive me, Congressman, I don't know your position on it, but I know your two colleagues' position on the USA Bill, the Urban School Assistance Bill, which is basically a marshal plan for urban education, is one way of maybe looking at these problems.

In every city across this country we have school buildings that are falling apart—literally falling apart, I'm talking about the physical structure. And that's probably true in your smaller cities and urban and rural areas. And many of the rural areas have some of the same problems we do.

There has to be, I think, the same kind of sense of urgency to deal with the education of this country as there was with Operation Desert Storm, or the S&L fiasco—savings and loan fiasco—or even in this city the same sense of urgency that we had when we decided to hire 5,200 additional policemen. I don't see that sense of urgency here.

And until, I think, this city and this State and this country wake up to that realization, we're still going to be traveling toward the path; we're not going to turn this educational system around.

So I applaud what you're doing here. I applaud bringing these issues out on the table and hopefully taking a message back to Washington and helping us as much as you can.

Thank you.

[The prepared statement of Joseph A. Fernandez follows:]

TESTIMONY BY NEW YORK CITY PUBLIC SCHOOLS
CHANCELLOR JOSEPH A. FERNANDEZ
AT A PUBLIC HEARING BEFORE THE
CONGRESSIONAL SUBCOMMITTEE ON SELECT EDUCATION
OF THE COMMITTEE ON EDUCATION AND LABOR

Friday, May 17, 1991
12:00 noon
Argus Community Inc.
760 East 160th Street
Bronx, NY

Thank you Congressman Serrano and Congressman Owens for the invitation to address your committee today. Since you are involved in setting education policy on the national level, I would like to take this opportunity to share some of my thoughts about President Bush's new national education strategy, America 2000.

Like millions of other Americans, I was delighted in mid-April when the President directed his attention to the issue of education reform. Clearly for our country to address the needs of our children and our schools with the necessary vigor and vision, we need leadership from the top. With the assistance of his fine new Education Secretary, Lamar Alexander, in a very short time the President has helped bring national focus to the crucial issues of school reform.

Although America 2000 is still sketchy in some of its details, many of the President's proposals are concepts I endorse. For example, I was delighted to see site-based management promoted as a key tool for school reform in the President's plan. When we saw the new spirit of optimism and innovation take hold in the schools in Miami where we pioneered School-Based Management/Shared Decision-Making (SBM/SDM), we knew we had hit on an important strategy for school improvement. Here in New York City, already over a fifth of our schools are participating in the initiative, and the early results are very impressive. We have seen greater levels of parent involvement, staff working longer and harder, and people coming together to develop educational programs that are tailored to fit the specific needs of their particular school population.

One of the other major themes in the President's plan -- the involvement of community, business and parents in our schools -- has been one of the most exciting "by-products" of SBM/SDM. I stand firm with the President that schools -- principals, teachers, guidance counselors, etc. -- can not perform the task of education alone. We must have the cooperation and meaningful involvement of the community if our schools are truly going to serve the needs of our children and prepare them for healthy and productive lives in our society.

In New York City the response of the community to the needs of our schools has been overwhelming. I have not been shy to call on the diverse institutions of the city to aid our schools, and every sector of the community has responded. Foundations have been extremely generous, providing private funding for nearly every new initiative I have launched. Businesses have provided pro bono management assistance, summer jobs for our students and sponsored countless programs in our schools. In addition to the support from foundations and corporations, we have initiated innovative partnerships with institutions of higher education, such as our new Professional Development Center at Bank Street College, and with community-based organizations such as the Children's Aid Society and the United Way.

The third theme of the President's plan which I applaud is the concept of accountability. Accountability is a word that has been tossed about in the education field for many years without being addressed in a systematic manner. It is a concept that I take very seriously and have worked hard in the last year and a half to infuse

into every aspect of the New York City public school system. From our new teacher licensing office (which is directly accountable to my office for the first time in the history of the New York City Public Schools) to new legislation that allows us to transfer principals out of schools in which they are not performing adequately, to the new auditing body (made up of independent, outside professionals) that I put in place to monitor our operations, to the certified audits I have begun requiring for our community school districts, I have implemented numerous reforms to provide greater accountability for our school system. The first two items, both legislative victories, would not have been possible without the pioneering work of then-Assemblyman Serrano, for which I am very grateful.

Additionally, SBM/SDM, while it gives schools more authority to make decisions, also holds those schools accountable for results, a check that was lacking when those schools were not authorized to make many independent decisions. We will also make individual school budgets available to the public later this year to allow parents and other concerned individuals to see how public education dollars are spent, thereby greatly increasing accountability for those expenditures. In these and other ways, I am working hard to restore and enhance accountability in our schools.

One of the President's proposals for increasing schools' accountability is to develop standardized national tests. Though I can see the value of having data from a school district in one state that is easy to compare to that in another, I'm not sure standardized

tests are the best way to achieve greater accountability, the stated goal of this proposal. I agree with the educators who point out that taking tests does not improve student achievement, and that undue attention to test taking may actually detract from time children could spend mastering new knowledge.

This particular proposal also carries a danger of pushing our country towards a national curriculum, which the history of public education in this country dictates against. Local control of schools, including curriculum, has long been considered basic to our nation's school governance and organization. I am also concerned that this proposal may discourage the creation of multicultural curricula that reflect the student population being served.

If we were to move towards a national test of some kind, I would strongly urge that the tests contain more than just multiple choice questions. I would want it to include assessments that require students to solve problems and use analytic skills, not simply to master specific information. The tests should allow students with varied learning styles and diverse abilities to be recognized for their strengths, whether those strengths lie in computers, music or language. These "alternative assessments" provide much more accurate information about children's abilities and needs than traditional multiple choice tests, but they also require staff development to administer, and cost more to grade than typical standardized tests. All of these issues raise questions for me about the advisability of national testing.

One component of the President's proposal that has generated a great deal of commentary is the issue of "school choice." Though the details of the President's proposal are still somewhat unclear, the indications are that the proposal would allow Federal dollars currently set aside for students with remedial education needs (Chapter 1 funds) to be used to finance those children's education in private or parochial schools.

Let me state at the outset that I advocate school choice within the public school system. Though the idea has recently captured public attention, choice is not a new concept. New York City has one of the largest choice programs in the country -- our high schools. Students in New York City public high schools can choose from among approximately 75 different high school programs, featuring studies as diverse as aeronautics, fine arts and marine science. Many of our community school districts, which serve elementary and junior high school students, also operate choice programs. I believe that within the confines of the public school system, which protects against biased admissions policies and is accessible to students of all racial and economic backgrounds, choice programs should be nurtured and expanded.

Though I am a supporter of choice, I do not believe in, and I will not support a choice program in which public dollars would flow out of public schools. Public schools reflect the core values upon which this country is founded. We accept all children, and we serve all children. This is not true of private and parochial schools.

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Before we begin to allow public dollars to stream into these institutions, we need to consider the values we would be promoting if we supported institutions that refuse to accept students because of physical handicaps, because of gender, because of race, or because of income. Most of these schools don't accept children who have discipline problems or who do not master new concepts easily. These children, who require smaller classes, more individualized attention, greater enrichment -- those very things that private schools pride themselves on -- are the same students to whom many private schools deny admissions.

In a worst case scenario, a choice program that allows public funds to leave the public schools -- essentially the old voucher proposal with a more appealing name -- could turn public schools into schools of last resort. Public schools could become schools for students who are denied admission to private or parochial schools because of learning disabilities, discipline problems, or some other bias, or students who don't have the knowledge or the wherewithal to "choose" alternatives.

Currently public schools work for millions of American children. They worked for millions of American adults when they were children, adults who are now leaders in every sector of society. Is the scenario I have just painted in which public schools become schools of last resort what we want to do to this great American institution?

Although much is made in the news media of the weaknesses of our nation's public schools, anyone who has visited our schools and worked with our students knows that our schools are full of impressive youngsters, extraordinarily talented staff and exciting educational programs. While much is made of the chess team from Harlem or the many New York City Westinghouse finalists, there are innumerable unsung, unrecognized triumphs every day in our schools and in the educational careers of the nearly one million children we serve.

Visitors to our schools witness the learning that takes place every day in our schools, they see the earnest efforts on the part of our students to master new skills and knowledge, and they become believers in public education. I have spent my career in public schools. I have taught these children. And I, too, am a believer in public education.

When I read the President's proposal, I see much to be enthusiastic about. But I worry that a proposal to permit public funds to flow to private and parochial schools sends a message that we are basically giving up on the institution of public education, the most basic democratic institution in this country. I am concerned that it means that as a nation we are turning our back on this great institution, turning our back on the children that are not wanted by other schools.

I fear that instead of providing an impetus to improve our public schools, the President's proposal may take the pressure off of public school reform. I worry that it will undermine the commitment

that so many businesses and communities have made to public schools over the last few years; that it will knock the wind from the sails of those school communities buoyed by success with site-based management; that it will send a message to all those believers in public education that our nation no longer believes in our schools. I do not think this is a message our country believes.

There is one final aspect of the President's proposal that must be addressed, and that is the issue of federal funding for education. Although the President's goals are ambitious, he offers very little in the way of funds to help achieve them. He will ask Congress for $690 million to carry out his new strategy, but he plans to shift that money from existing programs. His plans to raise money from the private sector are laudable, but the total goal -- $150-200 million -- will not begin to address the systemic problems our schools face.

I urge Congress to support the "Urban Schools of America (USA) Act of 1991." This legislation would provide financial assistance to educational agencies serving urban areas to improve those schools ranking lowest on achievement and highest on poverty and racial isolation. The bill calls for an allocation of $1.5 billion per year through the year 2000 to promote the improvement of urban student achievement as measured by progress towards the National Urban Education Goals; $1.5 billion per year through 2000 to facilitate the repair and renovation of inner-city school buildings; and $100 million per year through 2000 to support research into effective educational strategies for urban schools.

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On the same note of Federal funding for urban education, I would also like to raise the issue of immigration and the special role that a handful of school districts around the country play on this issue. New York City and Miami, the two school districts with which I am most familiar, both have huge numbers of children from foreign countries entering our schools throughout the school year. In New York City, which is experiencing the largest wave of immigration since the turn of the century, nearly 100,000 immigrant students entered our schools in the last three years alone. The number of immigrant children who move into our city in the course of just one year is approximately the same as the entire student population of the Rochester school system.

These students need special services, from language to health. Many come from war-torn countries and need crisis intervention services to enable them to focus on school. Many come from agrarian societies in which they have received little or no formal schooling. Many families need acculturation assistance, including orientation to the schools. These students special needs place an extra burden on urban schools already struggling to meet the diverse needs of our existing population. Though we receive some monies through the Immigration and Refugee Act, it does not nearly approach the level of need.

Because immigration is and should be a Federal concern, I believe it is well within Federal jurisdiction to provide special assistance to school districts that serve as ports of entry for large numbers of immigrant children. Clearly we are dealing with

extraordinary circumstances. Our schools reflect the geopolitical happenings of the world, from Eastern European to the Caribbean. In fact, we can probably predict that we will begin to see Kurdish children in our schools in the near future.

To help the schools hardest hit by this massive new wave of immigration, I urge you to introduce and Congress to consider and adopt special emergency allocations and provide specific assistance to the handful of districts in which large numbers of immigrant children place excessive strain on the systems' existing resources.

Thank you again, Congressman Serrano and Congressman Owens, for inviting me to share my thoughts about Federal involvement with public education. If we are going to meet the needs of our nation's children, youngsters who depend on the public schools to give them the chances they deserve to lead healthy and productive lives, we must heed the President's call to come together in our communities and as a nation to support our public schools and bolster one of this nation's greatest institutions. I urge those of you in Congress to join with the President and the education community to make our public schools the best that they can be.

Chairman OWENS. Thank you very much, Mr. Chancellor. We will try to limit our questions to five minutes because I know you have a time problem. I'm going to take two and a half minutes to ask my question and give you two and a half to answer. I'll limit my question to two parts.

Part one relates to the other concern here and that's drug free schools. I have a document here which shows that as of January 15th New York City still hadn't received its grant money from the State. They applied August 29th and as of January 15th they hadn't received it.

Have you now received the $11, almost $12 million in funds from the State for drug prevention programs?

That's part of a the larger question. Traditionally you've had problems in drawing down money from the Federal Government. We had some real headlines on the drawn out problem of how New York City doesn't use the money that's available which, you know, certainly undercuts our arguments if we need more money when we don't use it. So that bureaucracy is a problem.

Can we improve the expenditure of drug funds if we contract out to community-based organizations as long as they use public school teachers the way the Jackie Robinson program uses public school teachers? Could we work out something where the quality of the program educationally is there because we're using the teachers, but community-based organizations are able to move more rapidly with greater sensitivity to the community, is it possible to do that?

That part of the question relates to the accountability and the improvements that should be made. I want to applaud your efforts to date at making some basic changes and creating a totally different spirit by emphasizing site-based management and responsibility of people at the local unit for improvement of schools from the bottom up.

How do we keep an accountability with the cost of custodians, for example, which drains a great deal of the budget off and is a scandal in terms of the inability of local people to use their own school buildings?

Cooperation with community-based organizations is a major problem right there in terms of being able to make use of school buildings.

And finally, the multicultural curriculum. You talked about national testing would jeopardize movements there. It might be that New York City could lead the way—if there is a national standards or national testing—and offer some examples of how you deal with multicultural curriculum.

I'm a little upset that we are moving so slowly on implementation of any multicultural curriculum in New York City. We've been talking about it for 25 years now and we have very little to show in terms of implementing it.

That's a big set of questions. You can take a little more than two and a half minutes to answer.

Mr. FERNANDEZ. You actually took 3.5 minutes but who's counting. The issue on expenditures was one that I was trying to address in my comments. You're absolutely right.

Your decision in terms of trying, and I had the same discussion with Congressman Rangel when I first met him, your decision in

trying to go up there—down there rather, I'm not in Florida anymore—down to Washington and get more resources for New York City is undermined when they turn around and tell you from the department that they don't spend what they get.

And part of the problem that we had is exactly what I said before. When the money comes to us and its funneled out to the districts of the high schools, and in particular, in the case of some districts, the money is not expended because they can't decide on who to give the jobs to. It's pure and simple nepotism. It's pure and simple, in many instances, corruption.

Now, I told you when I got here about 25 percent of those dollars were never spent; we'd lose them, and that was part of the problem you had politically. And, I understand how you must feel going up there to try to fight for us and get this kind of response back from the agency.

This year we've made tremendous strides in that by taking over the programs. In fact, in District 7 we took over the substance abuse program; we took it over. We went over and took it over to make sure that those dollars were expended correctly. And once it's fixed, if we have confidence in the district, then we turn it back over to the district. We're doing more and more now.

As far as community-based organizations, that's what we're all about. We have two programs basically. One program in the district and one program in the high schools. Each of those programs is tied to the community.

My only concern when we talk about CBO's is I don't like you to take any of our dollars and direct them away from us to the CBO's because the model that we have now is beginning to work.

I know the Jackie Robinson Foundation. They come in and they tell you exactly what they're going to offer for the kids, how they're going to do the program; you know exactly what you're getting. I can't say that for every single CBO.

This year for the first time, for example, in our AIDP money, which is the money we get from the State for the dropout program, we get something different with the community-based organizations. We put it under one umbrella which is the United Way. And the United Way went out and raised some additional $1.5 million, and they act as fiduciary.

Why is that important? Because they're evaluating what we're getting from the CBO's. When I got here, I can honestly tell you, I could not tell you what the CBO's were giving us and what we were paying for.

The piece on the custodians. You're absolutely right. I'm as upset about that as you are. Priorities are screwed up here. The starting custodian in New York City makes $36,000; we pay a teacher $26,000. If I were a kid in college I know what I would be studying to be, a custodian not a teacher. So we're sending out all the wrong signals.

That's not to say that we don't have a lot of custodians—good job, we do. And that's not to say that they shouldn't get paid a decent salary. I support that. But we do have some things in the custodial contract that we have to take care of. We're now getting ready to negotiate with them a new contract.

We had an independent study done by The Hay Management Group that basically brought back some things that they told us we should be addressing in the program to improve productivity and to hopefully save us some dollars there.

We have some ridiculous things in the contract that are not their fault; they were put in there, like the custodian—that was part of the painting program. At the time that was put in, this was pre-Fernandez and pre-Major Owens. At the time that it was put in, at the table it apparently looked at a good way of getting a quick painting program going on in the schools. In some ways it's been successful. It's a lot of things in there.

The issue of—as you know, the issue of being able to hire their wives and relatives and things of that nature are the things that we're going to be looking at. And we have exactly the same concern you have there, Major.

And then the issue of multicultural. This administration passed the multicultural decision by the Central Board, and it's more than just curricula; it's an attitude, it's holistic. It talks about minority set asides of business.

It talks about our purchases. We are the largest textbook purchaser in the country. If we tell people, which is what we're doing, if we tell people that we're not going to buy a first grade book that doesn't reflect what this country looks like and we don't want to see nothing in those pictures but blue-eyed, blonde-haired kids, we want to see what this country really looks like, the publishers will stop making those books. And that's how we're operating now.

Multicultural also talks about the working force reflecting this community. It talks about providing opportunities for African-Americans and Latinos and Asians and other people to have an opportunity to get promoted and get positions of responsibility within the system.

Multicultural talks about the curriculum. Not having 1 month a year to celebrate Black history, but infusing it totally throughout the—It doesn't talk about having 1 week a year where you get a taste of Latino foods, you infuse it throughout the entire curriculum. And that's what we're trying to do.

Now, we have finished—and I grant you we've been slow—a kindergarten curriculum and we have finished a 7th grade curriculum. It's state-of-the-art. People from all over the country are asking us for it.

I don't know how many people realize it, but there are certain cities and areas in this country where we're impacted heavily by immigrant population. This school year alone we enrolled 18,000 students. That's the size of the Yonkers school system. Next year we're projecting we'll enroll 25,000 students. Over the last 5 years I'm told we've enrolled about 100,000 immigrant students.

Now, these kids come and they need special services. They need to have bilingual programs, they need to have English as a second language. The parents need services. And it's not that the parents don't want to get involved, they're afraid of us. We're a big democracy so we have to be able to operate—the limited English proficient are limited in their own native language. They're illiterate in their own language because in the countries they're coming from, the schools have been closed.

Miami, the Nicaragua influx, and now the Cuban influx. We're getting incoming for all parts. The Asian population. Do you know where the largest Asian population is in New York City today? It's not Chinatown. It's Queens when you look at the latest demographics. So the populations are increasing and that requires providing services.

I support immigration. But it is a Federal policy that's impacting us and often times not without the appropriate aid to the local district.

Chairman OWENS. Thank you very much, Mr. Chancellor.

Mr. Serrano.

Mr. SERRANO. Thank you, Mr. Chairman.

Mr. Chancellor, I find your testimony very interesting for two reasons. Primarily because what ever you have to say I find interesting; and secondly, I think I find myself initially in disagreement to something you said. Perhaps I need to reevaluate how I saw the President's plan.

I think in general terms you are telling us that there are messages in the President's plan that may not specifically begin to deal with the problem but send a road map, as you called it. And I would like for you to elaborate a little bit more on that because it is important.

There was a time when the President first came out with his statements, his plan, which I totally rejected. Then it dawned on me that perhaps just having a president speak about education is indeed positive.

Then we saw how the plans included giving our certificates and commending teachers who were doing a good job rather than raising their salaries and so on, and that began to confuse me.

Now perhaps you can help me understand. You seem to feel that there is a positive message.

Mr. FERNANDEZ. We're not apart, we're together. I think the message that I'm giving here is that for the longest time during this administration I've been hearing about the education president and for the longest time there hasn't been an emphasis where education has been put on the table.

Granting the President his due and the government their due, they did come up with national goals. That's a start. Because now for the first time, you have a business community, you have educators, you have elected representatives, you have everyone talking about education.

Now, that's not to say that I agree with the lack of resources attached to the President's plan. I think that's a serious force. You know better than I do. In the Federal budget, I think, less than 1 percent is for K-12; if I'm not mistaken, about $8 billion and they're talking about increasing it to about $9 billion total for K-12.

And I applaud the increase obviously. I applaud what we're doing in Head Start, I applaud Chapter 1 and those things. But it's not enough. Head Start doesn't get all the—kids. Chapter 1, unless you happen to be in the school that's selected, you know, you meet the cutoff. We have tens of thousands of kids that are eligible for Chapter 1 but don't get those services because they're not in the appropriate school, so there's a long way to go.

Put it on table, and I think that's important. It's on the table. We have part of a road map; we're all going to get there differently. I don't see anything wrong in our saying that one of the goals is that Junior will come to school healthy and ready to learn.

Well that to me says that there has to be a major commitment in this country to look at 3K programs, to look at health programs, to look at prenatal programs. I'm not suggesting that the plan automatically does that, but at least it puts it on the table for that kind of discussion.

Mr. SERRANO. Okay. So your suggestion is that it is now on the table and therefore we can at least pressure the government and pressure ourselves because the leader of the Nation has told us where we should be going.

Mr. FERNANDEZ. I think we all have a role. Obviously one of the things I did immediately was get our central board to approve those six national goals and make them part of our strategic plan. Now, we put together a plan through the year 2000 that says what we expect to do each year and how you're going to measure it.

So that now you can come back to me Congressman saying, "Fernandez, you said you were going to reduce the dropout rate by 1993 by two percentage points and when we evaluated this it didn't go down two percentage points." I better have some good reasons as to why that didn't happen.

The other piece is if we get other players to help us develop that strategic plan then maybe we can also get other players to help us lobby for it.

Mr. SERRANO. Okay. That brings me to my next and final question. You said you are for national standards but you are not for a national curriculum. To people who are not in the education field that may sound like a contradiction.

How do you reach the national standards other than by saying we will reduce dropouts and so on, if there isn't a full understanding that Johnny, Fred or Leroy and everyone else in this society is going to get an equal education?

Mr. FERNANDEZ. My fear of not having—national standards is exactly that. It says, for example, by the year 2000 we'll be first in math and science, that's a standard. Local——

Mr. SERRANO. Let me interrupt you a second, Chancellor, because you reminded me of something. Jack Kennedy, President Kennedy, once said that within 10 years we will be on the moon. Then he immediately went to Congress and said, "Here is how much I need to put a man on the moon. And here are all the brains that are going to put together all the rockets and the ships and this is what we are going to do.

This seems to be a national standard. It does not really tell us how we are going to get there. You are suggesting that we really do not need a national plan to tell us what should be in the curriculum.

Mr. FERNANDEZ. No. Again we don't disagree here either. The difference between now and then was there was a recognized national sense of urgency by the chief executive officer in this country and it said, we are last in space, we have to get on the moon within a certain amount of time. What happened? They created the National Science Foundation so that teachers of math and science,

I know because I got one of those grants and went to Penn State for a year, I was a high school math teacher, so that we could upgrade our math and science education.

And in fact, we did get to the moon. But there was a declaration nationally that this was—get their resources were attached to it. What's missing in this is the declaration has been made but the resources haven't been attached to it.

Now, why don't I favor a national curriculum? I fear that in a national curriculum things like multicultural education may get lost, things like bilingual education may get lost. There are certain specific needs that certain urban areas have that may not be necessarily from a point of view nationally and may not have an advocacy group nationally to keep it in there. That's why we need some sort of flexibility.

I am not opposed to having a group of intelligent people who know what's going on saying, we want every third grade student to know the following facts in mathematics. That's the standard we're setting for the third grade in math. I'm not opposed to that.

I am opposed if they tell us, in order to get there this is how we're going to do it. A, B, C, D, E, F. I think you need some flexibility at the local levels. We have a danger, Congressman, if we lose our flexibility we're also losing flexibility we need to put programs in like I was mentioning, bilingual you know, multicultural programs.

Mr. SERRANO. Thank you.

Chairman OWENS. Thank you very much, Mr. Chancellor.

We will continue with Mr. Clement at this time.

Mr. CLEMENT. I'm elated that the Chancellor endorses the program and recognized that it can be a tremendous help to the system.

I talked about institutionalization. I also have to emphasize that the Jackie Robinson Center for Physical Culture Program is a prevention program and as such, it makes a tremendous attack on that lure of drugs or drug culture in the system and in the community.

And I have to say that there isn't enough money—not on the national, State or city level—to deal with the drug problem if we don't cut it off, get a line in and cut it off. If we continue to feed it, we certainly cannot afford it. Not afford it in dollars and cents, but the human misery.

Jackie Robinson does that. You know, 4,000 youngsters doesn't seem like much but 4,000 youngsters could be 10,000 youngsters in no time at all. And what we hope to do is to create more ways to make it the in thing to do the right thing. We expect to act in loco parentis. The parents who can't really act as parents, we're going to act for them and with them and support them to help raise Johnny right. So it's a prevention program.

It's a very comprehensive program. Comprehensive in the sense that we came into the physical development of a youngster as well as the spiritual development of that youngster because so much of the cultural kinds of things that he or she has within him, we give them an opportunity to come out in a meaningful and productive manner.

But we also contribute significantly to the mental process. We have sports, we have culture, we have special events, we have social services, and we hook up all the social services that a family would need. We have the education component.

We also have something that's very significant. We have a monitoring and analysis unit. We're actually checking the grades of every one of those 4,000 youngsters on a regular basis. We're very highly computerized, sophisticated with the computer. We've had special programs developed for us that they don't have even in the Board of Education.

We can take a youngster from the third grade and watch him progress academically all the way through high school. And where the youngster begins to slide, we can with the press of a button and a little communication, pass that information on to our teachers, our counselors, our instructors and coaches to work with that youngster to produce the academic and behavior modification necessary, and to prevent that youngster from dropping out of the school system or getting involved in drugs and turning away from a productive life.

All of this is Jackie Robinson. It's very comprehensive. Next year we hope to include a health program where every one of those young people will get a health examination free. And if there is anything that indicates a treatment is needed, that youngster will get the follow-up treatment necessary.

It is comprehensive. It seeks to help the ways our children—while fortifying the school system and helping the school system, helping families in the business of raising their children, and helping our community to grow and become the strong, viable influence and contributor to the Nation that it ought to be.

So thank you for the 3 minutes, Major. Fire away.

[The prepared statement of Orelious J. Clement follows:]

NO. 7

TESTIMONY

OF

OZELICUS J. CLEMENT

AT THE

CONGRESSIONAL HEARING

FRIDAY, MAY 17, 1991

ARGUS COMMUNITY, INC

760 E. 160 TH STREET

BRONX NY 10456

JACKIE ROBINSON CENTER

FOR PHYSICAL CULTURE PROGRAM

STORY

INTRODUCTION

The Jackie Robinson Center for Physical Culture has observed some very startlingly research, statistics, and educational reform recommendations which strongly support the need and development of the Jackie Robinson Center for Physical Culture Program. There are hundreds of such publications that could be submitted, each saying the same thing in their own fashion. What the education community knows about the problems and the solutions to the problems are overwhelming. What is amazing is that armed with this information and knowledge, little or nothing has been done to correct the situation. As a society we seem to treat the education and well being of our youth as a very low priority item. But the handwriting is clear, the message is unmistakable. If we do not raise our children right, if we do not provide the support that they need, then the cost to this nation will be staggering and that cost will be reflected in dollars, in human misery and pain, and the productivity of the United States will be reduced to compare to a third world nation. The time to act is now. Even in the face of difficult economic times, the time to act is now. For each year that we fail to address the problem effectively, the costs multiply.

The Jackie Robinson Center for Physical Culture is a successful program that ought to be funded to allow it to reach its full potential, and the program should be replicated throughout the United States of America. We need to put our money and our support behind a proven winner.

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NEWSPAPER ARTICLES

Top Seven Problems in Public Schools—Then and Now

1940	*1988*
1. Talking	1. Drug abuse
2. Chewing gum	2. Alcohol abuse
3. Making noise	3. Pregnancy
4. Running in the halls	4. Suicide
5. Getting out of line	5. Rape
6. Wearing improper clothes	6. Robbery
7. Not putting paper in the wastebasket	7. Assault

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One Day in the Lives of America's Children

Every day in the United States:

- **2,795 teenage girls** get pregnant
- **1,106 teenage girls** have abortions
- **372 teenage girls** have miscarriages
- 689 babies are born to women who have had inadequate prenatal care
- 719 babies are born at a low birthweight (less than 5 pounds, 8 ounces)
- **67 babies** die before one month of life
- **105 babies** die before their first birthday
- **27 children** die from poverty
- **10 children** are killed by guns
- **30 children** are wounded by guns
- **6 teenagers** commit suicide
- **135,000 children** bring a gun to school
- **7,742 teenagers** become sexually active
- **623 teenagers** get syphilis or gonorrhea
- **211 children** are arrested for drug abuse
- **437 children** are arrested for drinking or drunken driving
- **1,512 teenagers** drop out of school
- **1,849 children** are abused or neglected
- **3,288 children** run away from home
- **1,629 children** are in adult jails
- **2,556 children** are born out of wedlock
- **2,989 children** see their parents divorced

Source: Children's Defense Fund

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"NINE KEYS TO EDUCATIONAL REFORM"(*)

Program of the Business Roundtable Educational Task Force, John Akers, Chairman of IBM, Chair - 1991

The Business Roundtable Educational Task Force has presented these "Nine Keys to Education Reform" in the United States:

1. The fundamental proposition: "Faith that all students can learn at significantly higher levels, and learn more in a more efficient manner"

*Teachers must know how to teach all students effectively. "We already know far more than we practice about how to teach significantly more students at significantly higher levels . . ."

*No child shall be tracked away from academic rigor into softer 'alternative' courses. "There must be higher expectations for all students . . ."

*Every student must have an advocate. "If parents aren't present, or aren't able to help a child with homework, then, an advocate must be found . . . in the family, in the school, or even in youth service groups."

2. A reformed school system must measure performances and results, not rules nor "inputs" . . . The right question is: "Did it Work?"

3. Performance gauges must measure what students actually know; what students actually can do, based on objective criteria.

4. When a public school succeeds in improving students' performances, it will be rewarded; when it fails, it will be assisted; when it continues to fail, it will be penalized.
5. Teachers and Administrators must hold as much decision-making power as possible... and be held accountable for their performances.
6. School must research ways to improve teaching techniques for all kinds and levels of students.
7. A good prekindergarten program is critical... especially for disadvantged 4-year olds. These programs will cut teen-age pregnancy, boost early childhood achievements.. and reduce drop-out rates.
8. Replace or rebuild ". . . rundown school buildings with antiquated lab or library facilities... wipe out drugs and crime in schools . . . eliminate poor health among school children . . . which are major obstacles to effective educational reform.
9. Use modern technology to raise the productivity of school children and educators . . . viz: Television and graphic arts.

The Children's Times urges parents, teachers and School Boards to invite The Business Roundtable Educational Task Force to send a team to their schools to assist their efforts to achieve real educational reform.

200 leading U.S. Corporations organized the "Educational Force" which devoted many months, beginning in 1989, talking to hundreds of leading teachers, school administrators and educational experts all over America. ■

A. THE JACKIE ROBINSON CENTER FOR PHYSICAL CULTURE PROGRAM

The Jackie Robinson Center for Physical Culture is a center of Medgar Evers College and is jointly sponsored Brooklyn USA Athletic Association, Inc., a community based social and cultural organization. The combined organizational experience and resources of these two organizations are truly outstanding.

MEDGAR EVERS COLLEGE

Medgar Evers College is located in the Crown Heights section of Central Brooklyn. It was founded in 1969. Medgar Evers College is part of the City University of New York (CUNY) system. The average semester enrollment at Medgar Evers is 2,500. There are approximately 161 full-time faculty members and approximately 150 adjunct faculty members in an average semester. Medgar Evers has a yearly budget of approximately nine million dollars. The initial grant for the creation of the Jackie Robinson Center for Physical Culture was awarded to Medgar Evers College by the New York State Legislature.

BROOKLYN USA ATHLETIC ASSOCIATION, INC.

Brooklyn USA Athletic Association, Inc., is an incorporated not-for-profit community organization sponsoring the Jackie Robinson Center for Physical Culture Program. It has been in existence approximately 15 years. Its main focus has been to help young people in the Central Brooklyn community through athletics, education, and scholarships. Because its membership is indigenous to the community and has achieved considerable stature, it provides a strong positive image and the necessary experience to guide the Jackie Robinson Center for Physical Culture Program to the successful attainment of its mission, goals and objectives. Its membership was largely responsible for the development and implementation of "Sports Unlimited", a much heralded prototype of the Jackie Robinson Center for Physical Culture Program. "Sports Unlimited" was selected by the Office of Economic Opportunity in Washington, DC as a national model, and the model was circulated throughout the United States.

The Jackie Robinson Center for Physical Culture Program is a very large comprehensive program which serves 4,000 at-risk in-school youth between the age of 8 and 18 in the 1991-92 fiscal year. The program provides the service by implementing a wide range of activities in 16 public school buildings. The activities are sub-divided into the following listed categories: Education, Counseling, Sports, Cultural Arts, Special Events and Civic activities. The 17 public school buildings will be located in the communities of Fort Greene, Crown Heights, Bedford-Stuyvesant, Ocean-Hill Brownsville and East New York all sub-divisions of the huge geographic area known as Central Brooklyn. In addition, the Jackie Robinson Center for Physical Culture Program has established a strong collaboration with the community churches and clergy; organizations, agencies, and all of the City, State, and Federal legislators representing the Central Brooklyn community.

In addition to the organizational and community support base, the Jackie Robinson Center for Physical Culture Program boasts a key staff with outstanding formal training and practical experience credentials. The key staff who will implement and administer the full scope of the program activities are: Director: Osalious J. Clement, Deputy Director: Madeleine T. Gamble, Sports Coordinator: Karl Walkes, Cultural Coordinator: Carolyn Mitchell, Social Services Coordinator: Jesse Scott, Education Coordinator: Louis Cox, Special Events Coordinator: Paul Chandler, Monitoring and Analysis Coordinator: Donald Brown, Marching Band Coordinator: Johnny Walker, and Research and Development Coordinator: Barry Finkelman.

Each of these key people has earned a MASTER'S DEGREE or HIGHER. Each key person can show many, many years of experience in a variety of administrative and direct service positions working with youth, particularly disadvantaged and high risk youth. Also of importance is the fact that the Jackie Robinson Center for Physical Culture Program has been in operation for only 2 1/2 years and in that short time has been so successful and has had such a strong impact on its target population that the New York State Board of Regents has recommended to Governor Mario M. Cuomo that he establish the Jackie Robinson Center for Physical Culture Program in ten (10) different cities in the State. The program has already been replicated in the city of Buffalo, New York.

The media has chronicled the success of the Jackie Robinson Center for Physical Culture Program with countless newspaper articles supporting the program and television coverage aired on prime time television. Many of the newspaper articles can be reviewed in the addendum and copies of the television videos are available upon request.

The Program employs approximately 300 workers in such categories as: supervisors, teachers, counselors, cultural arts instructors, and sports coaches. The 300 direct service employees are supported and led by twenty-five (25) exceptionally high quality super qualified administrators and coordinators. The Jackie Robinson Center for Physical Culture Program boasts strong planning and program implementation leadership capable of guaranteeing the attainment of the Program's mission, goals, and objectives.

There are a host of what we call, "Linkage Agencies" with whom the Jackie Robinson Center for Physical Culture Program collaborates to successfully attain the full range of program objectives. However, one of the principle collaborative agencies is the NYC Board of Education and the Community School Districts which are located in the sub-divisions of Central Brooklyn. Based upon the passage of official Board resolutions and a working relationship with the Community Superintendents the Jackie Robinson Center for Physical Culture Program leadership collaborates with Community School Districts 13, 16, 17, 19, and 23. The collaboration is realized through meetings, staff dialogue, dual employment of key staff, and review of the implementation of the program activities. The key positions within the Board of Education structure close to the program implementation and therefore, most involved in the collaboration is the day school principal of the schools in which the program is housed.

B. PROBLEM STATEMENT OR ASSESSMENT OF NEED

This comprehensive holistic prevention program targeted to at-risk in-school youth 8-18 years of age is desperately needed in the Central Brooklyn community. The media and statistical reports by D.S.A.S., D.F.Y., D.A.A.A., and S.E.D. all confirm and support the need for the Program. However, the report of the Mayor's commission on Black New Yorkers dated November 1988 provides the most compelling case for the Jackie Robinson Center for Physical Culture Program.

The transitions from adolescent to teen to young adult, have met with major problems in every generation. However, the problems which underscore these transitions for minority youth in Central Brooklyn in 1991 far eclipse the problems of previous generations.

The use of drugs and other substances, particularly the derivative "Crack" has claimed the lives of thousands of young people from the Central Brooklyn community an economically depressed community of 400,000 people (73% Black, 25% Hispanic, with 41.3% of the population on some form of public assistance). Forty-five percent of the residents are under 21 years of age. It is evident from the many studies conducted by the New York State Division for Substance Abuse Services over the last twenty years that the use of illicit and non-medical drugs among the population of New York City is widespread and growing. The inability of law enforcement officials to curtail the influx of drugs into the city, the almost instantaneously addictive characteristic of the drug "Crack", and the affordable price, makes the drug accessible to any child who receives lunch or candy money each day. The effects of this growing drug problem are devastating, and contributes to the rise in the city's crime and death rates; the drain on the city's Emergency Medical Services; the rise in the number of people affected by the AIDS virus; the rise in school crime and drop-out rates; the rise in poor performance among the city's elementary, secondary, and college students.

As reported by D.S.A.S. studies, children as young as seven and eight years of age are being used to aid and abet the illegal use and sale of drugs. Approximately 60% of the students in grades 7 through 12 have had some involvement with illicit and/or non-medical drug use during their lifetime. The studies show substantial growth in cocaine use statewide with the highest use shown in New York City, and that drug use generally increases with grade level. Students in 11th and 12th grades are generally 2 to 4 times more likely to be drug users than 7th and 8th graders. There is a particular need to stem the rise in drug use in New York City, because the rate of drug use for high school seniors in New York City is already consistently higher than the national average.

There is a great need to provide drug prevention and education programs in after school settings because the surveys show that while students engage in drug use before and during school, the largest number engage in drug use after school.

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The overview presented of the needs of children and families in Central Brooklyn suggest a wide range of deeply entrenched problems or needs. The Jackie Robinson Center for Physical Culture Program in its comprehensive holistic approach addresses many of the problems or needs in varying degrees of intensity. The intensity is generally determined by a combination of the priority status and the availability of resources. However, the most outstanding problems or needs addressed by the Jackie Robinson Center for Physical Culture Program are:

1. To ensure that children stay in school, achieve in school, and successfully graduate from high school.

2. To provide assistance for those that do, in entering higher education.

3. To insure that all of our youth remain drug free.

The degree to which the Jackie Robinson Center for Physical Culture Program is successful in achieving these ends for the 4,000 youth participants is the degree to which a very strong significant positive impact will be delivered to the youth, their families, the school system, and the community at large.

It is critical that we succeed because there is no other organization, program or force functioning that offers any promise for positive impact on these critical institutions in a comprehensive holistic way except the Jackie Robinson Center for Physical Culture Program.

C. **PROGRAM OBJECTIVES - (MISSION, GOALS, OBJECTIVES, AND EXPECTED OUTCOMES)**

The Jackie Robinson Center for Physical Culture Program views objectives within the context of our mission, goals, objectives, expected outcomes, and activities.

1. **THE MISSION** -The mission of the Center as articulated by the State Legislators of Central Brooklyn is three-fold: the development of a program concept and plan, the implementation of activities to address the problems of youth, and the institutionalization of the Center as a viable community resource. As an institutionalized community resource, it is expected that the Jackie Robinson Center for Physical Culture will lend its efforts to strengthening the institutions of the family, community and school systems, while providing for the needs of the youth.

   The mission challenges the Jackie Robinson Center for Physical Culture Program to demonstrate that the negative conditions can and will be corrected through the mobilization of committed, experienced, trained, and caring people dedicated to the execution of a quality comprehensive plan in coordination and linkage with other existing resources.

2. **THE GOALS** -The uplifting of a community is dependent to a large degree upon the future development of its youth. It is undisputed that, like all other children, poor children learn, if properly stimulated in decent environments by people who care. Only through a comprehensive, planned, programmatic, approach can we begin to eradicate negative conditions and develop youth who are fully prepared and capable of meeting the challenges of the future. The goals of the Jackie Robinson Center for Physical Culture Program are 1) to provide services to prevent the youth of Central Brooklyn from becoming drug users or drug dependent and to conduct activities designed to alert, educate, and inform them and their parents about the problems of drug abuse 2) to provide counseling services designed to prevent an individual's abuse of drugs, or modify other dysfunctional behavior patterns which might lead to drug abuse through the increased development of his/her mastery of self and environment 3) provide a wide range of sports and cultural activities under quality supervision for in-school youth in the target area in an intensive way; thus producing a meaningful alternative to drug abuse, school drop out and the negative activities that lead to drug abuse, school drop out, and crime 4) to provide educational remediation support service to ensure achievement in-school which lessens the probability of drug abuse. 5) To provide through linkage with community agencies, social services, and referrals needed by participants and their families 6) to track the progress of program participants from entry into the program through high school graduation and to intervene whenever the students record indicates the need for

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individualized attention by program staff.

3. **OBJECTIVES**

a) To provide under responsible adult leadership ten (10) or more different organized and supervised sports and cultural activities.

b) To recruit males and females in elementary through high school to participate in the sports, cultural, educational, and counseling activities.

c) To establish contact and referral for a wide range of social services for participating youth and their families.

d) To conduct a variety of special events each month which would achieve the following:

1) Maximize community recognition and support for the Jackie Robinson Center for Physical Culture Program.

2) Showcase the achievements of the youth in the Program.

e) To compliment the public school program of the participating youth by offering the following instructional divisions:

1) Instruction in a curriculum based formal course(s) in science, math and science technologies which serve as prerequisites to higher education and careers in scientific, technical, and health related fields.

2) Tutorial and remedial instruction in science, mathematics, reading, writing, and study skills.

3) Recruitment, screening, testing, and counseling to aide and abet the drug abuse prevention and education objectives of the Jackie Robinson Center for Physical Culture Program.

f) To work to the end, that all participants in the program stay in school, graduate from high school, and remain drug free.

g) To provide the necessary drug abuse prevention counseling for all program participants.

h) To assist in acquiring scholarships and financial aid for participants who wish to attend college.

i) The Jackie Robinson Center for Physical Culture's community outreach personnel will distribute advertisement, information, and registration materials by October 1, 1991 to 100% of the 17 schools in the program network.

j) To recruit by the end of the program year; June 30, 1992, 4,000 in-school youth between the ages of 8-18 to participate in at least one of the Center's sports and/or cultural "positive alternatives".

k) To increase resiliency factors through individualized counseling for (100) program participants identified as most at-risk as measured by the Center's Student Profile.

l) By November 30, 1991 a minimum of two (2) staff development workshops will be conducted and eighty percent (80%) of staff who attend will demonstrate an increased knowledge of the dangers of alcohol and drug abuse, and early identification of substance users.

m) To identify and establish a coordinated working relationship by end of the progr year with a minimum of 15 community organizations and agencies which provide alcohol and other social services for participants and families.

n) To coordinate and integrate the non-use messages and activities of existing human service systems by scheduling a minimum of four (4) workshops to be conducted by linking organizations.

o) To develop by the end of the program year, computerized data bank system which will monitor the in-school progress pertaining to attendance, and academic achievement for 20% of the program participant's in a manner which will ensure confidentiality.

The Jackie Robinson Center for Physical Culture Program working in close collaboration with Central Brooklyn Community School Districts can keep children in school, strongly influence their achievement in school and help them to graduate from high school and attend college. We believe this to be the principle intent of the Department of Education. However, the Jackie Robinson Center for Physical Culture Program goes well beyond this intent. By successfully creating a FUNDING CONSORTIUM, which is still growing, we believe that we can implement the Department of Education Program intent for at least 4,000 youth and probably many more. We believe we can in the process measurably help to eradicate the problems of the family, the school system and the community at large. We also believe we can produce an effective MODEL which will be replicated in cities with similar needs throughout the state and the country.

4. LONG TERM GOALS - The long term goals of the Jackie Robinson Center for Physical Culture Program can be articulated through four (4) theories. They are:

a) Institutional Theory - The intent of the Program is to strengthen the institutions of the family, school system, and the community while transforming the Jackie Robinson Center for Physical Culture Program into a lasting recognized institution.

b) Folkways and Mores Theory - The Program will impact so strongly on the community that it will establish the attitudes and values that the youth of the community will want to emulate.

c) Perpetuation Theory - The Program, its ideals, and formal practices are expected to be perpetuated for an indefinite period of time.

d) Replication Theory - One long range goal is to give direction and assistance to the communities with like problems in developing similar programs. (Assistance has already been given to the City of Buffalo for the creation of the Bob Lanier Center for Physical Culture Program and assistance has been given for establishing the Holcombe Rucker Center for Physical Culture in Harlem).

5. EXPECTED OUTCOMES - The Jackie Robinson Center for Physical Culture Program is a prevention program. As such its measure of success is quite different from what is generally expected in the traditional sense of "positive outcomes". However, we do have many expectations:

a) Once registered in the program, youth will want to return to the program every year of their eligibility.

b) Youth in the program will become or remain drug free.

c) The day school attendance of participants will show significant improvement or will continue to be acceptable.

d) The day school academic performance of participants will show substantial improvement particularly in the subject area of Math or will continue to be acceptable.

e) The participants will not become premature parents.

f) The participants will become spokespersons for the abolition of drug abuse, AIDS, teen pregnancy, and for school achievement.

g) A high percentage of participants will go to college to continue their education.

h) A high percentage of parents will be actively involved in supporting and participating in the program in a variety of ways.

i) The institutions of the school system, the family and the community will be significantly improved as a result of the efforts of the program, its staff and youth participants.

j) A significant number of qualified and committed community people will join the staff of the program.

k) The program will be a major force in bringing together for the common good community legislators, clergy, school administrators, agencies, organizations, and prominent citizens.

D. METHODS

1. ORGANIZATIONAL STRUCTURE - By integrating resources of the school, home, and community, the Jackie Robinson Center utilizes a holistic approach to prevent and decrease the prevalence of drug abuse and promote academic achievement among at-risk in school youth between the ages 8 through 18. The Center's methodology is best seen through its organizational structure which consists of 6 components: 1) & 2) SPORTS AND CULTURAL COMPONENTS -provide activities under qualified adult supervision and serves as a MAGNET, MOTIVATOR, and RETAINER 3) SOCIAL SERVICES COMPONENT - uses COUNSELING and LINKAGES with existing organizations and agencies to provide drug abuse education and referral services addressing the myriad of social problems which contribute to drug abuse, family problems, poor achievement, and school drop outs 4) COMMUNITY OUTREACH COMPONENT - designed to alert, educate, and involve the community in support of the program goals 5) THE ACADEMY COMPONENT - ensures elimination of learning blocks and enhances normal progress through the educational system 6) MONITORING AND ANALYSIS COMPONENT - designed to track the progress of participating youth from entry into the program through high school completion. (See Addendum for Organization Chart)

2. ACTIVITIES AND LINKAGE AGENCIES - The activities which are currently being implemented in 17 schools in Central Brooklyn for 4,000 at-risk in-school youth between 8-18 years of age are: organized basketball training and league play, track, cheerleaders, double dutch, dance, drama, choral music, marching band, youth leadership clubs, parent involvement committees, education classes focusing on Math, counseling sessions and workshops conducted by linkage agencies.

A few of the linkage agencies are:

Brookdale Medical Center	558 Rockaway Pkwy.,Bklyn NY 11212
(718) 240-6251	Mr. Ronald Smith
4H Club	1360 Fulton St., Bklyn NY 11216
(718) 230-3221	Ms. Lucinda Randolph
Bed-Stuy Family Health Ctr.	1413 Fulton St., Bklyn NY 11216
(718) 636-4500	Ms. Ethel Johnson
Magnolia Tree	677 Lafayette Ave., Bklyn NY 11216
(718) 387-2116	Benjie Plotch
Health Watch	30-20 Glenwood Rd., Bklyn NY 11210
(718) 434-5311	Mr. Melrose Jackson
Bklyn. Teen Pregnancy Network	30 3rd Ave., Bklyn Ny 11217
(718) 638-0611	Ms. Minnie Nelson

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Askable Parent Program	225 Broadway,17th Fl., NY NY 10007
(212) 267-0900	Ms. Barbara Calley
Planned Parenthood	44 Court St., 9th Fl., Bklyn NY 11201
(718) 858-0257	Ms. Antoinette Jones
Bklyn AIDS Task Force	22 Chapel St., Bklyn NY 11201
(718) 596-4701	Ms. Eileen Grealy
Daytop Village	401 State St., Bklyn NY 11217
(718) 625-1388	Mr. Felix Reyes

3. [redacted] - The Jackie Robinson Center for Physical Culture Program is very professional, very comprehensive and holistic and very large. Therefore, it is impossible to do justice to the program in the limited space of this presentation. The Jackie Robinson Center for Physical Culture Program significantly addresses many of the concerns but space limitations do not afford sufficient opportunity for development. Therefore, we will briefly relate to the priority concerns and include additional data and supportive material in the addendum.

Recruitment and publicizing of the program is extensive and intensive. Mobilities include school assemblies, churches, all public meeting places, telephone contacts, parent/organization letter, peer recruitment at busy points, subway entrances, community service presentations through radio station WLIB and Brooklyn's own Daily Challenge Newspaper, merchants and atlantic display large colorful posters, and many, many specific supplements.

a. [redacted] - The facilities used by the Jackie Robinson Center for Physical Culture are varied, primarily. Generally the five (5) days in the week program, the gymnasium, activities, basic credit, varsity applicants, intramurals, are performed in the Jackie Robinson Center. However, in cooperation with the community, the Jackie Robinson Center, the Superintendent, Board of Education, Bklyn, NY

6. **TYPICAL SCHOOL SCHEDULE** - We must note that students and staff scheduled for Mondays and Wednesdays are the sports magnet activities and those scheduled for Tuesdays and Thursdays are the cultural magnet activities. Therefore, each student interacts with the NYC Board of Education licensed teacher (90) minutes daily or (180) minutes per week; (90) minutes daily or (180) minutes per week with an experienced and qualified activity instructor; (90) minutes per week with a licensed counselor. The Site Supervisor and a certified Security Guard are on the premises from 3:30 - 9:30 p.m. All students participate in additional competitive and showcase activities on a scheduled basis.

7. **SUPERVISION OF SITE PERSONNEL** - Coordinators are assigned tracking schedules which ensure they remain with a group for their entire after school experience; they also observe the climate of the site, attendance books, log books, visitor sign-in book, necessary forms (P.S.D.'s), conditions of rooms and other space utilized by the Jackie Robinson Center for Physical Culture Program. Coordinators meet on an ongoing basis with the Director and Deputy Director in regard to day to day management, problems, supplies, etc. that may arise (illness, deliveries etc.). A formal meeting is held every Thursday from 4:00 - 4:30 p.m. to go over objectives, to review, to give feedback, plan and implement new directives from the Director and/or Deputy Director. Coordinators make oral and written reports about their assignments and training. The monitoring unit has access to day school records, in cooperation with each district. Their hours of operation are 9:00 a.m. to 5:00 p.m. for work within the school and they are required to meet with the Program Administrators at designated meetings. The tour generally consists of three to six members. They are trained from details to the NYC student report card to collect, [illegible] grades in each subject, student comments by teachers, attendance data and reading and math standardized scores. The Parent Workshops, Parent Involvement, Culture's Continuity, and also the groups to be at all of the following: the student referrals route, the PS 123, its and Program of Learning Team (SBT), [illegible] who all [illegible] activities, student [illegible] programs.

8. [illegible]

a. [illegible] - [illegible] [illegible] [illegible]

4. [redacted] - Questionnaires will be used in the 9th month of the year. The questionnaire will attain feedback from all constituents of the Program; linkage agencies and organizations, parents, participants, staff, and selected community residents.

5. [redacted] - Daily logs will be kept by Site Supervisors.

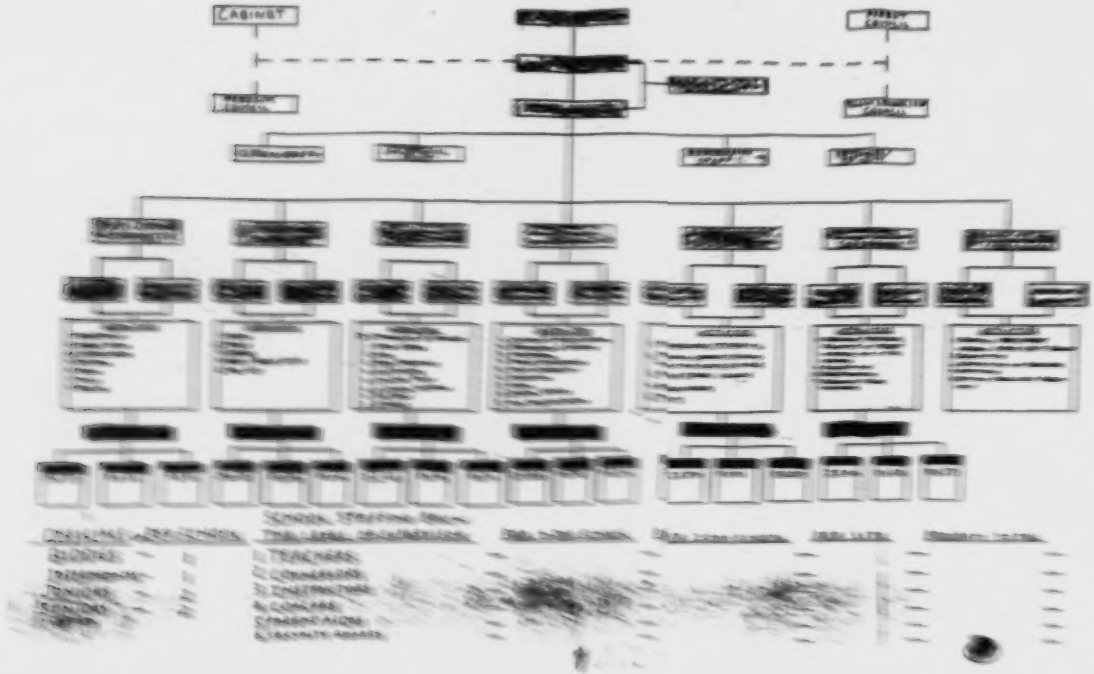
6. [redacted] - Financial summaries and reports of all monies utilized by the Program will be maintained.

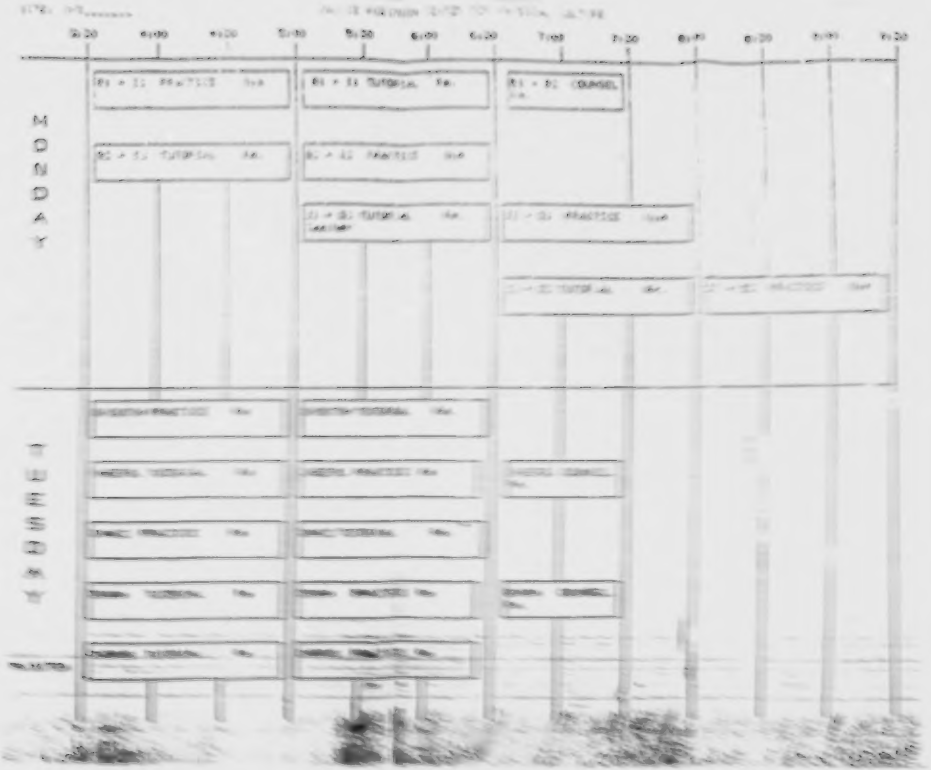
7. [redacted] - Formal yearly evaluations of all of the approximately 300 employees are made.

The Jackie Robinson Center for Physical Culture operates under the auspices of Medgar Evers College and as such is responsible to the college for general supervision, coordination, reports, and audits.

8. [redacted] - The Jackie Robinson Center for Physical Culture as part of its basic organization structure has a component titled, [redacted]. This component, headed by a former PEC Zonal Principal has two major functions: a) to monitor the quality of performance in the 17 schools in the Jackie Robinson Center for Physical Culture and b) to gather, record, compile, and disseminate on a [redacted] information to staff in the [redacted] of student behavior modifications, and academic and general improvement.

JACKIE ROBINSON CENTER FOR PHYSICAL CULTURE

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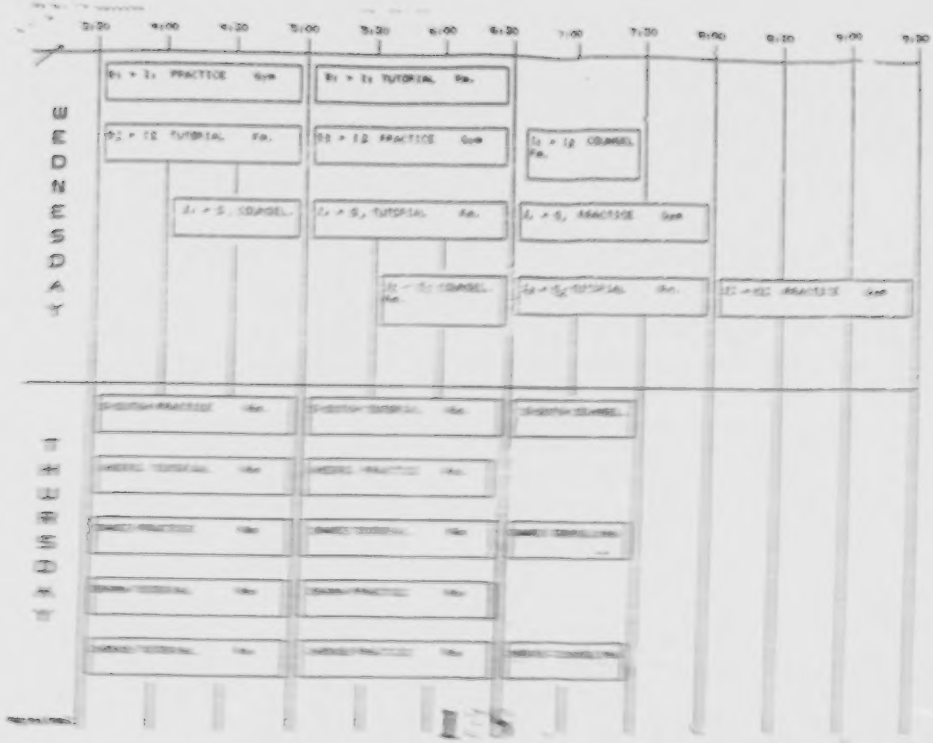

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Chairman OWENS. The obvious question is, what are your funding sources and what is your cost per child?

Mr. CLEMENT. All right. Our funding source is right here. We write proposals. We get all the RMP's that come out that we possibly can and we seek to attract funds from the various sources that relate to what we do. We do not change our format, but we do seek sources that would supplement and help us with what we do.

Most of that thus far has come from the State. Unfortunately, we have not received a single Federal grant. We have just begun to write for the Federal side of things, but we have several proposals that are in to the Education Department. We have a proposal going into OSAP (Office of Substance Abuse Prevention), and we're hopeful that some monies will come from that source.

Chairman OWENS. The Board of Education you said is one of your——

Mr. CLEMENT. The Board of Education is a supporter. And it was very nice to hear the words of Chancellor Fernandez. They support us by making the schools available. They give us an in-kind grant where we pay the custodial fees, we pay for the security of the schools. That comes from the in-kind grant that we get from the Board of Education.

Overall, we've amassed a little over $2 million to do this. We feel if we really are going to service about 10,000 youngsters and are really going to expand in some of our activities like the health activity, we need more like $3 million.

Chairman OWENS. You had grants up to now totaling——

Mr. CLEMENT. A little over $2 million. The program has never fulfilled the organizational structure that you will see included in the back of the material that I presented to you. It shows the full—of the programs. And in order to really tighten up and address all the accountability that the Chancellor was talking about and make sure that every aspect of the program that we say we're going to do gets done in an exemplary fashion then we have to fill out this authorization structure, and that's the monies that still haven't come.

What is the cost per child? We cater to youngsters from 8 years old all the way up to 18. We have them starting in the 3rd grade all the way through elementary school, all the way through junior high school and high school. There are different needs. Different programs do different things. Our—that are part of our marching band, as an example, it costs more: the uniforms, the music equipment, the travel that takes place—they have to have buses every time they want to go out to be in a parade and so forth, that's going to cost more. Some activities may cost considerably less. So I can't give you a specific——

Chairman OWENS. I'm going to ask——

Mr. CLEMENT. [continuing] figure.

Chairman OWENS. [continuing] your colleagues on the panel. Mr. Giordano says it costs him $38 per student and he gets $38 million, his total budget now, and most of that goes for counselors.

I'm going to ask Mr. McConkey and Mr. Connelly also to comment on this business of cost and what they think in terms of a comprehensive program. You describe a comprehensive program; it's an after school program, but you make—one of your highest

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personnel costs is public school teachers; you use teachers as personnel.

So, Mr. Giordano, would you care to comment on whether or not you'd be able to move toward a comprehensive program with your funds and what you think of that approach?

Mr. GIORDANO. Yes, I will. I think we have a comprehensive program. Our program starts in kindergarten, goes through 12th grade. We provide services——

Chairman OWENS. Hold it until——

Mr. SERANO. We're on the path to LaGuardia, you know.

Mr. GIORDANO. [continuing] two basic categories. The general population, those one million students that are in the system belong to our educational component and prevention component, classroom presentation, discussion groups, positive alternatives, parent workshops, community outreach programs.

And then for that portion of the population that's identified at-risk academic problems, child of an alcoholic or child of a substance abuser——

Chairman OWENS. You said most of your funds go toward hiring counselors.

Mr. GIORDANO. The drug prevention specialist in the school. Ninety percent of our dollars pay for drug prevention——

Chairman OWENS. [continuing] 90 percent of your money goes to——

Mr. GIORDANO. Drug prevention——

Chairman OWENS. [continuing] hiring counselors. And yet you don't have enough for one counselor at each school you said.

Mr. GIORDANO. Right. And the counselor——

Chairman OWENS. After you pay for counselors, what do you have left for the other aspects of the program?

Mr. GIORDANO. Ten percent. We have our school buildings that are obviously available to us. We have at times a custodial cost that we pick up. We piggyback on, for example, the Jackie Robinson——

Chairman OWENS. Oh, you do interact with community-based programs?

Mr. GIORDANO. Absolutely, yes. The counselors in the school provide—work with the teacher—and then once the child is identified as possibly being at-risk, also maintain a caseload to counsel those children and to work with the parents as well. So even one counselor in a school is clearly stretching it.

Two years ago under the previous city administration there was a task force developed to analyze the situation. And the recommendation from that task force that involved schools and communities—was represented by schools and communities—the recommendation was one counselor in the school for every 250 students. I couldn't begin to figure that out in terms of dollars.

You know, what I'm asking for in terms of one counselor for every elementary school, is bare bones minimum——

Chairman OWENS. While you're at the mike, Mr. Giordano, I just want to ask you to please—we'd appreciate a written statement from you since you are the head of one of the largest programs in the country. It would be very helpful as we attempt to get this reauthorized to have your program——

Mr. GIORDANO. Sure.

Chairman OWENS. Thank you.

Mr. CLEMENT. Congressman, could I just comment on that? There are studies done by the Division For Substance Abuse in the State that show that the highest use of drug abuse takes place after school. And it becomes crucial that we provide resources for that period of time that youngsters are out of school and usually without supervision. Because it's a one parent situation at home, there is no one there to supervise them. At best they're stuck with television. They're out in the street; they can get into anything.

They need supervision and they need the kind of comprehensive program that we provide at the school. The problem with—school, and I'm speaking now from my experience as a principal, is that your job first and foremost is academic achievement. There are few principals that are going to sacrifice that academic time and, therefore—to your problem when you put drug—into the school.

Chairman OWENS. Let's hear from Mr. McConkey and then Mr. Connelly. Yes, Mr. McConkey.

Mr. MCCONKEY. Mr. Chairman, the slant that I'd like to take is the—as it relates to the highest cost of education and typically they are in the development stage. It requires a great deal of time and a great deal of money.

Our experience is the development of an innovative, education program nationwide, not just in substance abuse, but in virtually an curriculum. It costs approximately half a million to $1 million over a period of a number of years. That's the cost of training and retraining, and retooling, and trying again, and coming back again and evaluation.

Sometimes those costs can be driven down to a quarter of a million dollars or $200,000, but essentially we're talking about hundreds of thousands of dollars. Once those programs, once the successful programs have gone through the loop of having attempted replication and experimented with it, having been validated and then disseminated nationwide, most of those programs can be adapted, can be adopted, can be replicated in another site for several hundred dollars, an average of anywhere from $200 to $1,000 in most cases.

So that's why when talking about the National Diffusion Network, we're talking about a nationwide system of cost-effective installation of innovative programs. It's the initial development that's costly. I'm not suggesting that that's not an important phase but it's simply the first phase. And then what we need to do is take those best programs and replicate them nationwide.

I saw an announcement in an education press just last week of the new Secretary's announcement of the successful drug-free schools nationwide, those model programs. And I think it's laudatory that they're identified and ceremoniously provided awards. But my question is, what happens next?

They're identified as exemplary schools given the approach that they're taking to substance abuse education. But it seems to me that we need to take a further step and that is, to find out why they're successful and then attempt to replicate those successes elsewhere in the country.

Chairman OWENS. Dr. Connelly.

Dr. CONNELLY. I was a principal for 17 years, I'm now the director of special counseling programs. Being in education for 26 years, we're kind of used to not having money. Anything new, we can privately work miracles with. My wife refers to it as a miracle for those—get into the school system.

But we in New York State are in a major crisis. Approximately 91 of our teachers were laid off. One hundred fifty-seven support people were laid off, class sizes are increasing drastically, we're closing school buildings down because of the fiscal crisis. And of course the one program that sometimes is looked at as a frill—thank God it's not that way in my community—is the drug and alcohol substance abuse prevention program.

So my theory is that if the picture is as bad as I think it is, and it seems that way, then the way I'm thinking about maintaining my comprehensive programs, is to look at unique and different ways for me to get money. I know that sounds crazy. I have to be, but I cannot afford to lose one program. Because if I lose one program then I have a ripple effect.

If it's a parent education program, it ripples down all the way to the child. If it's a teacher training program, it impacts the curriculum. So it's clear that one of the things we cannot do is lose.

The strategies that we're using now, and I never thought I would hear myself say this in 26 years, is what's called begging boxes that we're putting out in the stores in the communities. We're asking hotels, bars, businesses to throw a dollar or a dime in a box to maintain our programs. It's a heck of a way to have to do it.

Because we receive many, many requests from around the country and internationally about our programs in our school system, we're holding our own conference in November and inviting people to come in and see what we're doing and replicate what we're doing, because no one else seems capable of looking at programs that are—and say, hey, here's what you should be doing, here's what works.

So we're going—and charge $150 per person to raise money to maintain the status quo. That concerns me. I'm used to that in 26 years; I can do that. But the younger teachers coming in, I just don't think that's something we're going to see happening and sustained for a while. Thank you.

Chairman OWENS. Thank you. Mr. Edwards, you made some comments that New York City teachers and administrators are not willing to accept the training; you say we suffer from massive cynicism or massive apathy or what's the problem——

Mr. EDWARDS. I knew that would shake up everybody. First of all, let me say this. There are a lot of good programs in the city. Mr. Giordano is one of my favorite people. He knows which programs are good and which programs are not.

I worked for the 32 school districts in different capacities, so I know really what's going on in the city. The problem that I have is the kind of thing I'm doing which is a mobilization project, if you will. It starts off in the classroom, it goes to the school, it mobilizes all the people within the school. They start looking to change the school climate. Then they move into the community and mobilize the community so that they support the efforts of the school and also start to initiate efforts all around the school to address the

drug program, i.e. in the evenings, on the weekends and so forth. So it's a massive program and it doesn't take more than a session.

Ours is a process of development and it takes sometimes 2 years before we get all the players in the right position and all the programs involved. We may end up with 50 programs in a given community. So we're not—I don't care if a single program doesn't work because that's not my position. My position, if I can get 50 out there, then if one doesn't work that's okay because I have 49 impacting that community.

The problem that I have in New York City is that when we want to take a group of people away to start the ball rolling, the principal must come because he's key in terms of changing that environment within the school. If he is not there then usually we'll fight or resist the changes that will occur if you train other people coming back into that same system. There's good research on that. So we insist that the principal come.

The problem is that you have to take a core group of six people away with you for a week, from Saturday to Saturday, so that you give them the skills and the knowledge that they need to go back in to make massive changes in their school. And it takes a lot of time, effort, knowledge, skill building. And then we go out and we help them for the next 3 years.

In order to get them to come out of the city and say, "I will devote myself for 1 week," it seems to be a major catastrophe in the city.

Chairman OWENS. Your services are all free of charge?

Mr. EDWARDS. Yes.

Chairman OWENS. You don't charge anything?

Mr. EDWARDS. No. Room, board, transportation are free of charge.

Chairman OWENS. So it sounds as if the Chancellor needs some more accountability——

Mr. EDWARDS. Well——

Chairman OWENS. [continuing] a priority. You're offering a free service to help improve the schools and they won't take advantage of it. It sounds like we don't have enough accountability in this area.

Mr. EDWARDS. Let me just say this. It is not just New York City's problem, it's across the region or many schools. We have waiting lists of people that want to take advantage. But for me personally when you get to the larger schools where I see so much stress within the——

Chairman OWENS. The problem is most acute in New York City.

Mr. EDWARDS. Yes. And the principals feel that if they leave their schools, they are going to collapse. But the fact is that they must leave that building to get new skills and to mobilize their institution.

And so somehow, let me give you the other part of it. Your local school superintendents generally do not wish to say to a school principal, "you will go and get a group of your people to go." They do not want it mandated; they would like it to be a voluntary process.

And when you try to—we usually train about four school buildings for the same school district at one time. So it's difficult getting

four schools to say, "yeah, we'll send out principals and keep people within our school building for training, so we can have a drug-free school district;" they say "we can't do it." First of all, the holidays are here, then they say Christmas holidays come in, then you have the Jewish holidays——

Chairman OWENS. I think you answered my question.

Mr. Giordano, you want to tell us how you——

Mr. GIORDANO. I can't leave this table without making a comment. You know, we're all fully aware that—all kinds of—schools, families and communities have to work together. I would hate to leave this table thinking that we here are competing for dollars. We're a team and we have to receive that funding in such a way that one of us could provide our service to fit the continuing of service and the comprehensions of the program. To take from Peter to pay Paul is not going to work.

And I have to say that because I'm in this field 22 years, I was the prevention director for the New York State Division of Substance Abuse before I got to New York City. We really welcomed the Federal dollars when they came in and I wouldn't want to see them go the path the way the State dollars did.

In 1971 when the program started the budget for New York State was $17 million. Twenty-one years later the budget was $18 million. When you take in the cost of living and everything, we're way behind. And the reason for that is there was a balance of giving from Peter to pay Paul. There's a need for treatment and a need for prevention.

And I think we have to start recognizing quality programs on all levels and maintain those foundations. Because if you allow one foundation to erode, then—if my school program isn't working then the Jackie Robinson Foundation is going to have a worse problem in the afternoon and vice versa. And I really think you need to consider that piece in the formula. Thank you.

Chairman OWENS. Let's close out with Mr. York who started. Mr. York, are you ready to recommend that we take a hard look at whether alternative programs to schools might make better use of Federal dollars?

Mr. YORK. [continuing] compare the relative effects of the school-based programs——

Chairman OWENS. You think we have enough information with either one?

Mr. YORK. That's correct.

Chairman OWENS. Are there any studies on what school-based programs have done?

Mr. YORK. There was a recent study on school-based programs that reached similar conclusions to the ones that I made on the after-school community-based programs.

Chairman OWENS. What is that conclusion?

Mr. YORK. Concluding that little was known in terms of the hard effects of each program. At the same time, we certainly saw programs such as the Jackie Robinson program from an instinctual point of view and from the source of evidence we saw of enthusiasm, certainly struck us as extremely worthwhile. And everything I have heard today has reinforced that, which would certainly seem to merit a substantial Federal investment.

And these programs aren't expensive. The ones we saw and that we visited ranged in terms of cost per kid from $79 to almost $2,600 per student. Now, those numbers may not be——

Chairman OWENS. Thank you.

Mr. BALLENGER. Thank you, Mr. Chairman, I just have a very short question. Mr. York, you indicated—drug education programs have been in existence for 5 years now, roughly speaking 5 years?

Mr. YORK. Yes.

Mr. BALLENGER. And the Drug-Free Schools and Communities Act requires the States to undertake an annual evaluation. So the question comes up, are the States not meeting this requirement or are their evaluations no good?

Mr. YORK. To the degree that we've looked at that so far, we find that not that much has been done by way of—and since there's been an increasing movement to do that until recently, perhaps some of that work is in process. But it did seem to us an additional emphasis of a variation could be useful in the act itself.

Mr. BALLENGER. The question still is, don't we mandate that if we give them the money that they give us an evaluation?

Mr. YORK. I'll check on it and get back to you.

Mr. BALLENGER. Thank you very much.

Mr. SERRANO. I also would like to thank the panelists for their testimony. I have just a few questions for a couple of you.

Mr. McConkey at the end of your testimony, I think you said that with modifications and reforms the system could work much better. Maybe I missed something there. I would like to know if you could elaborate on what modifications and reforms you are suggesting.

Also, once demonstration programs are set up, is it easier for them to get refunded? I worked in the school system for many years and I remember one of the problems was that once a program was working, you had to prove yourself every single year to renew funding. Is this a problem?

Mr. MCCONKEY. Well one of the requirements of the National Diffusion Network is that once the programs, the demonstration programs are in the network and funded, they then only have to demonstrate that they in fact are effective in being replicated and that puts the onus most directly on replication which makes it easier for them to be able to focus on the job at hand.

And, in fact, there's a pretty good track record of those demonstration programs having been refunded. So that's really not a critical issue. The critical problem that I was referring to in my suggestion that reform was needed, has to do with the way the National Diffusion Network is funded.

In this original Drug-Free Schools Act there was a suggestion that after programs were developed or identified through this Act, that they would then go to the National Diffusion Network for dissemination. But there was no appropriation line and there was no suggestion in the legislation that a body of money would follow these demonstration projects over to the National Diffusion Network.

So the effect is that you would have new programs entering the National Diffusion Network with no additional dollars which would

simply weaken the infrastructure and make it much more difficult to disseminate.

The second problem is the way and means with which the programs are validated. I'd be much more of an advocate of the GAO approach which included, as we heard from Mr. York's testimony, on-site visitations, indicators of enthusiasm, community participation and so forth.

The current processes for validation by the Department of Education in order to get programs into the National Diffusion Network are so antiquated and quantitative. It's so difficult to demonstrate that a program that's attempting to help kids avoid alcohol and substance abuse is effective 3 years down the road. If you try to follow and track those kids wherever they may go and be able to demonstrate that they're not using drugs and they're not using alcohol, you have to examine what those processes are and make them more appropriate for substance abuse programs. If that were to happen, I'm sure that we'd have a lot more of these exemplary substance abuse programs in the National Diffusion Network for dissemination nationwide.

Mr. SERRANO. Thank you. Now, Mr. Connelly, I have a question for you. How much is the success, and I know this is sort of a loaded question, of your programs dependent on parental involvement, and what do you do in those cases where parents are either unable or unwilling to participate?

Dr. CONNELLY. If one reads the research, it indicates that parental involvement is critical. So a school system can no longer just deal with the kids at schools; they really have to do the parents.

Traditionally, we have always asked parents to come to the school, meaning that, hey, mom and dad, come on we're having this program for you tonight and hopefully you'll be there. When you consider the way that your culture is changing, two people working, the amount of time that they have even to spend together is limited. Also, there are some parents who don't like coming to school because they had bad experiences there.

So what we have tried to do is change their mind. Instead of asking the parents to come to us, we go to the parents. We've changed our strategies drastically. Many of them have been quite successful.

We have a number of incentives to get parents to want to come. We're creating right now—volunteers, a video that parents can take home on parent training. The local cable TV station said they would put on a training program with drug prevention for parents.

So I think we have to have and we need to change the way we did things in the past. There are new ways for new problems.

Mr. SERRANO. Thank you.

Chairman OWENS. Thank you. We may submit some additional questions to you in writing and we hope you'll respond within the next 10 days. Thank you very much.

Our final panel consists of Ms. Joan Goodman, the District Representative of the United Federation of Teachers, Community School District 7 in the Bronx; Ms. Davina Ragland, Senior, and Ms. Walesca Sosa, Senior, both from Jane Adams Vocational High School located in the Bronx; and Mr. Peter Grippo, Prevention Coordinator from Community School Board 10 located in the Bronx.

Are we missing Mr. Grippo? Mr. Grippo is not here.
We'll begin with Ms. Joan Goodman.

STATEMENTS OF JOAN GOODMAN, DISTRICT REPRESENTATIVE, UNITED FEDERATION OF TEACHERS, COMMUNITY SCHOOL DISTRICT 7, BRONX; DAVINA RAGLAND, SENIOR AND WALESCA SOSA, SENIOR, JANE ADAMS VOCATIONAL HIGH SCHOOL, BRONX

Ms. GOODMAN. Good afternoon, Chairman Owens, Congressman Ballenger and Congressman Serrano. I've sent my testimony to the committee. I'd just like to highlight some remarks that I made.

Welcome to District 7. This has been my home for 28 years. I am the Union's representative here; I represent 22 schools. I also teach here. And in preparation for the testimony I asked the sixth-graders what they thought their needs were in terms of a variety of issues and a lot of my testimony is based on what I got from them as well as——

I want to share with you an incident that occurred at P.S. 49, where I teach, to illustrate the depth of the problems. A fourth-grade teacher was involved in normal classroom activities and noticed a group of the boys in the back of the classroom engaged in some kind of role-playing activity.

And when she approached and asked them what they were doing, they said, "we were playing drug dealer." And so we have gone from the days of the doll corner in kindergarten to playing drug dealer in the classroom. And I think that we really have to begin to look at the total environment in which our children find themselves.

I was very interested to hear the testimony of the gentlemen who preceded because I think they highlight the importance of collaborative efforts among agencies. We're beginning to see that it's all important that we have a variety of things going on in that school building. Parents in classes, social service classes, working with the entire—system where those children find themselves.

The Chancellor pointed out many of the things that we are reviewing in terms of the multifaceted populations—children from the immigrant population, from the poverty population, from dysfunctional families.

Editorials speak to paying our athletes tremendous amounts of money but at the same time begrudging teachers increases in their salaries. I think you need to think abut these things because of the signals they send to our children about the importance of education.

Training is very difficult to come by including the amount of time that most teachers have to put in in terms of just getting through the day and by the time you reach 3 o'clock a lot of people are very exhausted. You look at a comparison of what teachers in other countries have as far as workload is concerned. You find that what we are asked to do is not what those teachers in other countries are asked to do.

The police come in and describe the criminal aspects of drug activity. And the children themselves talk about them and the idea of what's going on.

I think I'll stop right there and take your questions.

[The prepared statement of Joan Goodman follows:]

United Federation of Teachers
Local 2, American Federation of Teachers, AFL-CIO
260 Park Avenue South
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212 [illegible]-7500

NO. 9

Testimony

by

Joan Goodman

District Representative, United Federation of Teachers

before

The House Select Committee on Education

New York City

May 17, 1991

Addressing The Needs of Inner City Children

Good morning, Congressman Owens and members of the committee. My name is Joan Goodman, and I am currently a teacher at Public School 49 in the Bronx, where I have taught for the past 26 years. I am also a District Representative for the United Federation of Teachers, and I serve as chairperson of the union's Committee on Child Abuse and Neglect.

Thank you for allowing me this opportunity to appear before this panel. With times as difficult as they are for the urban poor, it is reassuring to know that certain of our elected leaders are concerned and want to focus attention on the many problems we face.

In order to give you an idea of the types of concerns we have, I'd like to share with you an incident that occurred a few weeks ago.

A teacher at my school was going over some material with a fourth-grade class when she noticed some kids in the back of the room playing a game. She asked the kids what they were doing.

"We're playing drug dealer," one child proudly volunteered. Much to the teacher's dismay, none of the children seemed to see anything wrong with drug dealers as role models. The drug dealer has money, power, influence and the respect of his peers. He has what the kids call "juice." The children know this, and they know the pitfalls associated with the activity: jail, violence and death. Even so, many of these children are so poor and desperate that they give serious thought to such a life and some even aspire to it.

Too many inner city children see crime in general and drugs in particular as the quickest escape from urban poverty. This is a sad commentary on just how badly the hopes and aspirations of our inner city youth have deteriorated. They perceive that they have no stake in our country.

At a time when education is touted as the soundest cure for many of the ills affecting urban youth, too little is being done to improve it. Our schools are supposed to be an oasis wherein children can escape the demands of the streets. But for many children education is no longer important. They see little relevance between what happens in school and what happens at home. Bridging the gap is difficult for the best of teachers.

We must find new ways to bridge that gap. People need to stress to children that education is important. Everyone seems to agree on that in principle. But little in our society reinforces that notion.

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School teachers and other educators are not treated with much respect, certainly nothing close to the adoration lavished by the news media upon entertainers, athletes, and even organized crime bosses. Sports columnists support athletes demanding $15 million dollar contracts, but here in New York City, editorial boards vilify teachers as being greedy for getting a 5.5 percent pay raise that brings the salary of a teacher with 20 years experience to a little over $50,000, and still, I might add, has us lagging behind our suburban counterparts.

The leaders and opinion shapers of our society must show our children just how important education is, and that will take more than rhetoric. If education is to flourish here then our schools must have resources and not empty gestures and promises. And the commitment must start at the very top with the federal government.

Only in American culture, with its strange priorities, can you have a situation in which President Bush's so-called education plan is so well-received even though it actually does little to improve education. For instance, the plan makes no mention of full funding for Head Start, despite the importance of providing our children with a sound educational base as early as possible. And only one in five children can participate. Nor did the president propose any increases for Chapter I, which is aimed at helping impoverished students. It took enlightened congressional representatives to do that. President Bush said he wants to

seek funds from the private sector to develop innovative programs and innovative schools. But he doesn't look to the private sector to fund Star Wars or solve the savings-and-loan crisis. The government can invest heavily in those areas but education is left to rely on private charity.

The President also wants to use our tax dollars to allow parents to take their children out of public schools and place them in private or parochial schools. This idea alone could lead to the destruction of our already vulnerable and underfunded public school systems. And it ignores the fact that such choice programs, where they have been tried, tend to leave behind those children from families least able to take advantage of them.

No, the answer to everything is not just money. But those who claim better funding doesn't make a difference are being pretty simplistic. It seems to me those parents who can afford to are willing to pay a lot of money so their children can get the attention kids get when there are 15 students in a class instead of the 35 to 40 we have. Well, are our children any less deserving? Of course not.

There is simply no avoiding the truth: [public]education needs greater resources to survive. Our schools need visible support, not empty promises.

Even on the most basic level, we urban educators find ourselves working in an environment that's forty years behind the times. We lack basic classroom tools. I'm talking about more than just erasers and chalk -- although even

those are hard to come by sometimes. We need more money to attract and retain good teachers. We need to build more schools and hire more teachers to reduce class sizes. We need funds to retrain school staff if educators are to assume greater responsibilities in schools through school-based management. We need more money for computers, books, supplies and other equipment.

We also need more money to make schools work for the urban family. We need collaborative efforts with other agencies supported in more substantive ways. Many children come from impoverished families struggling against the pressures of urban life. Many of the young mothers we see have no idea what parenting is about and could benefit from counseling and after-school programs to help them cope.

These problems hold true for all urban school systems, but I can best tell you about our own. Who are the kids who attend the New York City School system?

They are wonderful, bright youngsters, by and large, who will excel academically if given the opportunity. You read a lot in the papers about the problems of the city school system and about the kids who fall through the cracks, but how many people realize that New York City high school graduates -- largely minority students -- walked away with $108 million in college scholarship money last year? Yes, too many of our students do fall through the cracks, but with a little more attention and educational support, chances are they wouldn't. All we need now is a federal

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government more willing to give them a little more attention.

Who are our students? One in three lives below the poverty line. An estimated 12,000 are homeless and drift from school to school. More than 80 percent of the entire state's limited English proficient youngsters are our students, with some 20,000 new non-English-speaking youngsters pouring into the system each year. Just in time for the severe budget cuts.

Compared to the rest of the state, our children attend much larger classes. The average junior high and high school class size in the city is 40 to 65 percent larger than in the rest of the state. Our guidance counselors are responsible for 11 percent more students and our librarians serve 90 percent more. Also, our children are far more likely to be taught by teachers with provisional status because our percentage of such teachers is more than twice that found in the rest of the state.

To make matters worse, right now we are faced with a city budget that would cut 6,000 to 10,000 positions from the Board of Education, including teachers. It would also cut $976 million from plans to rebuild city schools. It would reduce by 25 percent services such as guidance counselors, libraries, music and art and school security personnel. And it would eliminate our Excellence in Teaching program, which helps to pay teachers' salaries.

That devastation is being proposed for the schools directly. However, that is only part of the more than $1.5

billion in proposed service cuts will affect our children in other ways. I'm speaking of things such as cuts in youth programs, drug programs, infant mortality and other health services and city parks and libraries.

Our children are entitled to the best opportunities and services that the city, state and federal governments can offer. But if the best is too costly then we have an obligation to make sure that at the very least they get a basic and sound education, even during an era of fiscal austerity. That responsibility lies with our elected leaders who hold the purse strings.

What is the role of federal government. What would a "real" Education President support?

Such a president would heed our call for the establishment of a cabinet-level Child Advocate-General who would set up and oversee a comprehensive national children's policy. The advocate-general should be empowered to evaluate all existing federal legislation for its impact on children and propose additional legislation where needed. The advocate-general should also seek resources for children, including:

* Full funding for proven educational programs such as Head Start and Chapter I.

* Comprehensive national child care legislation.

* Better funding for health care, immunization, and nutritional programs for mothers and children.

* Expansion and strengthening of programs that protect children from abuse and neglect.

* Support for the construction of affordable housing for children and their families.

It might seem as though we are asking for a great deal. But we feel that seeking a better life for our children -- who are the nation's future -- is not asking too much. Please take note of what we're saying here today and do what you can to make sure our children get the education they deserve.

Thank you.

Chairman OWENS. Thank you.

Ms. Davina Ragland.

Ms. RAGLAND. Good afternoon. I'm Davina Ragland of Jane Adams High School. I'm not here just to represent my school but the many inner-city schools that have been adversely affected by budget cuts. I have many suggestions regarding conditions of the public school system. I would like to thank Navee Diaz, a 10th grader of Jane Adams High School, whose ideas on drug education are incorporated into my talk today.

One major problem in our schools and on our streets is that we are faced with drug selling and other drug related crimes. Muggings of students on the way to and from school, chain and coat snatchings should not be tolerated. A person who needs drugs will go the highest limit, I mean the point of shooting someone accidentally or intentionally. Often our students are the victims.

There is a need for better drug education in our schools. In health careers and science classes, we must be discussing what drugs do to the human body and the withdrawal symptoms addicts go through when they begin to come down from their drugs that they have taken. Students need to learn what drugs do to sperm cells, egg cells and developing fetus.

In history classes students need to be taught the legal aspects of drugs. We should be aware of the consequences of drug abuse. When caught selling drugs users and pushers face incarceration. We young people need to the know the legal consequences of drug use.

Security in our schools today should be more strict. There should be more security guards and undercover police should be placed in schools as well. Metal detectors placed at the entrance so that weapons will not be smuggled into schools. Student ID cards should be made so that teachers can easily identify students who go to that particular school.

I have discussed with many of my friends the conditions of their schools and I find that many of them tell me that they have teachers who are not just teaching the courses that they are trained to teach.

For example, in my school you will find a Spanish teacher teaching a business course. As it is now, we find that there are a limited number of staff members and many are forced to teach subjects that they are not trained to teach. This is why there should be more qualified teachers in the classrooms. Teachers should be teaching subjects that they are trained for. If they are forced to teach other subjects, they should have paid training classes after school and on weekends.

I understand that if you have gone to college you should have a liberal arts course of study and should be able to teach a little bit of everything. Most people, however, are only concerned about their skills and what they got their degree in.

Another serious problem facing urban schools is overcrowdedness. In some classrooms in many schools student even have to stand. As the saying goes, it is first come, first served when it comes to getting a seat.

As I see on television there are classes being held in stairways, bathrooms and even boiler rooms. There should be a limit to

number of students that can be let into a school and more schools have to be built.

In the public school system you will also find that there are not enough materials. This is why you will find that many students do not have books to take home and in the classroom students are sharing textbooks. There is not an adequate amount of funding for school books and supplies that a teacher is given. If a teacher is given the opportunity for additional enrichment materials, you may find more students involved in the educational process.

Some students are also being misled about college. The students think that if they take the basic courses that the high school has to offer them, that they are prepared to attend college. But as you will find, these students are not getting into college or just attending a community college, and they often find that are not ready to meet the challenges of college work. If students are in basic courses, I think that students should be told in the beginning that they are not being prepared for college and they should not be misled to believe so. More funding is needed to provide a large variety of pre-college and college level courses.

You call us your children of the future but you do not give our schools enough funding for supplies and teachers. We are the future of this country. If we are to be educationally prepared to meet the challenges of the future we must be provided with the proper resources. I hope I have shed some light on the areas within our schools that need your help.

[The prepared statement of Davina Ragland follows:]

Testimony Before Congressional Panel - Davina Ragland, Senior NO. 10
Jane Addams V.H.S.
Re: Reauthorization of the Office of
Education Research and Improvement
May 17, 1991

THE NEEDS OF INNER-CITY SCHOOLS

I am Davina Ragland of Jane Addams Vocational High School. I am not just here to represent my school but the many inner-city schools that are being adversely affected by budget cuts. I have many suggestions regarding the conditions of the public school system.

I would also like to thank Navee Diaz, a 10th grader at Jane Addams, whose ideas on drug education are incorporated in my talk today.

One major problem in our schools and on our streets is that we are faced with drug selling and other drug related crimes. Muggings of students on the way to and from school, chain and coat snatchings should not be tolerated. A person who needs drugs will go to the highest limits, I mean to the point of shooting someone accidentally or intentionally. Often, our students are victims.

There is a need for better drug education in our schools. In health careers and science classes we should be discussing what drugs do to the human body; the withdrawal symptoms addicts go through when they begin to come down from the drugs they have taken. Students need to learn what drugs do to sperm cells, egg cells and the developing fetus.

In history classes students should be taught the legal aspects of drug use. We should be aware of the consequences of drug abuse. When caught selling drugs, users and pushers face incarceration. We young people need to know the legal consequences of drug use.

Security in our schools today should be more strict. There should be more security guards and undercover police should be placed in the schools as well. Metal detectors should be placed at the entrances so that weapons would not be smuggled into schools. Student ID cards should be made so that teachers would easily be able to identify students who go to that particular school.

I have discussed with many of my friends the conditions of their schools and I find that many of them tell me that they have teachers who are not just teaching the course that they are trained to teach. For example, in my school, you would find a Spanish teacher teaching a business course also. As it is now, you find that there are a limited number of staff members and many are forced to teach subjects they are not trained to teach. This is why there should be more qualified teachers in the classrooms. Teachers should be teaching subjects they were trained for. If they are forced to teach other subjects, they should have paid training classes for such teachers after school or on weekends. I understand that if you have gone to college you should have a liberal arts course of study, and should be able to teach a little bit of everything. Most people, however, are only concerned about their skills and what they got their degree in.

Another serious problem facing urban school is overcrowdedness. In some classrooms in many schools, students even have to stand. As the saying goes, "It is first come first serve," when it comes to getting a seat. As I see on television there are classes being held in stairways, bathrooms, and even boiler rooms. There should be a limit to the number of students that can be let into a school, and more schools have to be built.

In the public school system you will also find that there are not enough materials. This is why you will find that many students do not have books to take home and in the classrooms the students are sharing the textbooks. There should be adequate amounts of funding for school books and supplies that a teacher is given. If a teacher is given the opportunity for additional enrichment materials, you may find more students involved in the educational process.

Some students are also being misled about college. The students think that if they take the basic courses that the high schools have to offer them, that they are prepared to attend college. But as you will find these students are not getting into college or are just attending a community college, and they often find that they are not ready to meet the challange of college work. If students are in basic courses, I think that students should be told in the beginning that they are not being prepared for college and they should not be misled to believe so. More funding is needed to provide a large variety of pre-college and college level courses.

You call us your children of the future but you do not give our schools enough funding for supplies and teachers. We are the future of this country. If we are to be educationally prepared to meet the challenges of the future, we must be provided with the proper resources. I hope I have shed some light on the areas within our schools that need your help.

Chairman OWENS. Thank you.

Ms. Sosa.

Ms. SOSA. Good afternoon. My name is Walesca Sosa and I am a senior at Jane Adams Vocational High School I appreciate your giving me the opportunity to share my thoughts with you today. I also want to thank my classmate, Mikie Grady, whose ideas are included in my speech to you.

Inner-city schools are presently being faced with a crisis. This crisis is a lack of funds to do everything in our power to uplift the future leaders of our country. A problem of inner-city schools is a deficiency in the means of controlling and restraining those students who set bad examples.

Many students take advantage of this shortage of control by abusing drugs, drinking liquor, selling drugs and bringing weapons into school. This is considered an accepted behavior among some students. These schools need useful drug programs to make students realize and acknowledge the dangers of using drugs and their consequences.

Paraprofessionals for young children are also a necessity. More social workers, guidance counselors and security guards will help ease the problems of these children's conduct. Discipline should not be left solely up to the individual's parents but the schools should also play a part in disciplining and fostering the child.

Children with personal problems should not be neglected either. Programs for students with special needs should be installed. Pregnant teens, teenage mothers, suicidal students, abused children, and alcoholic teenagers need to be cared for, given attention to, and helped by experienced staff members.

My peers and I believe that great teachers are the foundation for improvement within the education system.

Teachers must be aware of the latest teaching techniques and how to apply them in the classrooms. Some teachers do not enjoy teaching and have a dislike for children. These people do not belong in the teaching profession because they restrain students from learning. This seems to be prevalent all over our inner-city schools. In order for teachers to provide better education to us, we need programs to help teachers teach more effectively.

Having a positive student-teacher relationship is another basis for effective learning to take place. All inner-city school students consist of a blend of different ethnic backgrounds. What these schools need to do is create a multi-ethnic curriculum.

The school board should hire more minority group teachers so the students can relate to them better. We need minority teachers to look up to as role models. Having a different variety of races of teachers for students to relate to will also enhance the students' urge to learn.

Another problem of inner-city schools is that they have limited supplies, equipment and resources. Some of our schools lack the latest tools and technology in our science, math and vocational departments. Much of the equipment is obsolete and as old as 20 years. Too many textbooks are either old and worn, lacking current ideas and information or useless.

For instance, a senior honors economic class does not have a suitable economics textbook to prepare the students to pass the class.

This kind of situation sometimes makes it difficult to comprehend what is going on in certain subjects. This is not only a strain on the students but the teacher as well.

The teacher is the one that prepares the lesson and should have a simple source from which to form his lesson. Therefore, the students are deprived of the help they so desperately need.

What our schools require is money. Extra money will give those underprivileged schools a chance to better the education of their students. The students who attend these financially poor schools feel that it is unfair that suburban students or students in a wealthy community are getting a better education just because their schools can afford it. Minorities should not be deprived of equal education.

Another problem in our schools is that there are few specialized courses for the talented and gifted. Our children need a more versatile curriculum. These outstanding students are placed in average and sometimes less than average classes. We must provide these students with more challenging courses even if it requires extra cost because of small size in some of these programs. We should create an opportunity where all students can excel.

Since physical education is a must, students should be able to choose the sport of their choice such as gymnastics, football, handball, wiffle ball or basketball. All of these sports require exercise so they will be getting the proper exercise and will be more interested in attending their gym classes.

Some students look at physical education as the worst thing in the world. But if it was something they enjoyed then it would benefit the school as well as the students. Maybe more schools should have an outside area for students to participate in at least one of these sports activities.

We also need to solve the problem of overcrowding by constructing new alternative schools. When a class is overcrowded distractions are created and education is thereby suppressed.

We must all treat the present situation with diligence and alacrity in order to rectify the problems of inner-city schools. Students all over the city are apprehensive about the future education system. This is why I'm here to urge you not to vacillate but to act in a judicious manner concerning the funding of our schools.

Thank you.

[The prepared statement of Walesca Sosa follows:]

Testimony Before Congressional Panel - Walesca Sosa, Senior NO. 11
Jane Addams V.H.S.
Re: Reauthorization of the Office of
Education Research and Improvement
May 17, 1991

THE NEEDS OF INNER-CITY SCHOOLS

Good afternoon, ladies and gentlemen. My name is Walesca Sosa. I am a senior at Jane Addams Vocational High School. I appreciate your giving me the opportunity to share my thoughts with you today. I also want to thank my classmate Mikie Grady, whose ideas are included in my speech to you.

Inner-city schools are presently being faced with a crisis. This crisis is a lack of funds to do everything in our power to uplift the future leaders of our country.

A problem of inner-city schools is a deficiency in a means of controlling and restraining those students who set bad examples. Many students take advantage of this shortage of control by abusing drugs, drinking liquor, selling drugs, and bringing weapons into school. This is considered an accepted behavior among some students. These schools need useful drug programs to make students realize and acknowledge the dangers of using drugs and their consequences. Paraprofessionals for young children are also a necessity. More social workers, guidance counselors, and security guards will help ease the problems of those children's conduct. Discipline should not be left solely up to the individual's parents but the schools should also play a part in disciplining and fostering the child. Children with personal problems should not be neglected, either. Programs for students with special need should be installed. Pregnant teens, teenage mothers, suicidal students, abused children, and alcoholic teenagers need to be cared for, given attention to, and helped by experienced staff members.

My peers and I believe that great teachers are the foundation for improvement within the education system. Teachers must be aware of the latest teaching techniques and how to apply them in the classrooms. Some teachers do not enjoy teaching and have a dislike for children. These people do not belong in the teaching profession because they restrain students from learning. This seems to be prevalent all over our inner-city schools. In order for teachers to provide better education to our pupils, we need programs to help teachers teach more effectively.

Having a positive student-teacher relationship is another basis for effective learning to take place. All inner-city school students consist of a blend of different ethnic backgrounds. What these schools need to do is create a multi-ethnic curriculum. The school board should hire more minority group teachers so the students can relate to them better. We need minority teachers to look up to as role models. Having a different variety of races of teachers for students to relate to will also enhance the students' urge to learn.

Another problem of inner-city schools is that they have limited supplies, equipment and resources. Some of our schools lack the latest tools and technology in our science, math, and vocational departments. Much of the equipment is obsolete and as old as twenty years. Too many textbooks are either old and worn, lacking current ideas and information, or useless. For instance a senior honors economics class does not have a suitable economics textbook to prepare the students to pass the class. This kind of situation sometimes makes it difficult to comprehend what is going on in certain subjects. This is not only a strain on the students but the teacher as well. The teacher is the one that prepares the lesson and should have a suitable source from which to form his lesson. Therefore, the students are deprived of the help they so desperately need.

What our schools require is money. Extra money will give those underpriveleged schools a chance to better the education of their students. The students who attend these financially poor schools feel that it is unfair that suburban students or students in a wealthier community are getting a better education just because their schools can afford it. Minorities should not be deprived of an equal education.

Another problem in our schools is that there are few specialized courses for the talented and gifted. Our children need a more versatile curriculum. These outstanding students are placed in average and sometimes less-than-average classes. We must provide for these students with more challenging courses, even if it requires extra cost because of small size in some of these programs. We should create an opportunity where all students can excel.

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We also need to solve the problem of overcrowding by constructing new alternative schools. When there are more than the normal amount of students in a particular classroom, this creates a situation where there are many distractions, thus suppressing education.

We all must treat the present situation with diligence and alacrity in order to rectify the problems of inner-city schools. Students all over the city are apprehensive of the future education system in which our children will attend. This is why I'm here, to urge you not to vacillate but to act in a judicious manner concerning the funding of our schools. Thank you.

Chairman OWENS. Thank you very much, both of you.

Let me begin by asking you, both of you attend a high school under the New York City Board of Education; is that correct?

Ms. SOSA. That's correct.

Ms. RAGLAND. Yes.

Chairman OWENS. So the high school is administered directly by the Board of Education; is that correct?

Ms. SOSA. Yes.

Ms. RAGLAND. Yes.

Chairman OWENS. It's under a district school board; correct?

Ms. SOSA. Right.

Ms. RAGLAND. Right.

Chairman OWENS. So if you have problems receiving supplies and equipment is outdated, it's not that the local school board is not functioning properly, it must be that the central board is—is that correct?

Ms. SOSA. Yes.

Chairman OWENS. You mentioned several problems related to security and safety and I was surprised to hear you say you wanted more guards in the schools, you want metal detectors, you want all these restrictive measures on the students. Do you think that's absolutely necessary? Are there any other things that you think will help the situation with respect to safety and security?

Ms. RAGLAND. Yes. I think that undercover police and security guards——

Chairman OWENS. So you want undercover police in the school?

Ms. RAGLAND. Yes, because there are too many drugs within the school system. I mean we should be protected while we're in school.

Chairman OWENS. And you think it's that bad that you want——

Ms. RAGLAND. Yes, it is that bad.

Chairman OWENS. What about safety, getting to and from school, is that still a problem?

Ms. RAGLAND. Yeah, because a couple of times I was walking to the train and to get home, and saw a girl getting her earrings snatched. Why should she have to go through that just to go home?

Chairman OWENS. The sixth goal of the President and the government is to make our schools violence free and drug free. Are these two things interwoven? If we didn't have the drug problem would we still have a violence problem?

Ms. RAGLAND. I think——

Chairman OWENS. The drugs are the cause of the problem of violence?

Ms. RAGLAND. Yeah, you could say that. But drug addicts do the crime because they need the money to get their drugs, so it's related.

Chairman OWENS. Would there be violence if there were no drug problems?

Ms. RAGLAND. There would still be violence but there would be less violence.

Chairman OWENS. Both of you complained about teachers not being qualified. Would you care to elaborate on that? Is there a pattern of unqualified teachers in high schools across the city, you think, or just your particular school?

Ms. RAGLAND. No, it's in all schools. As I stated in my paper, you will find that many students—you talk among your friends—and you will find that their teachers are not only teaching their course but they teach another course that they weren't trained to——

Chairman OWENS. One of the goals that we've stated is to make our Nation first in math and science. Do you have math teachers who are at least qualified in the area of math, they took math in college and that's——

Ms. RAGLAND. Well my school is a vocational school so math is only taught to a certain extent. But the math that they teach is taught well. But, I think it should more emphasized in schools that you need math or science to attend college.

Chairman OWENS. You have really talked about the performance of the school. There's a lot of talk in Washington about grading students and have tests to test students. Do you think schools ought to be looked at and reviewed, tested themselves as to how they're serving students?

Ms. RAGLAND. Yes.

Chairman OWENS. There'd be a grading system for schools, for principals.

Ms. RAGLAND. Yeah, because teacher members are the foundation of the school. They make the curriculum for everyone, for the students. And if they are tested and thought to be qualified, then you're going to have a better education.

Chairman OWENS. Thank you very much.

Ms. Goodman, you heard me earlier talk to the Chancellor about the very embarrassing problem we have when we represent New York City in the Congress, of New York City not using large amounts of Federal funds for the people of New York City.

Would you say this is caused solely by the district—you mentioned the fact that you were in this district. The Chancellor mentioned he had to take over a drug prevention program in this district in order to make it operate. Is it a common occurrence that Federal monies are not used because they're hassling about who's going to get the jobs——

Ms. GOODMAN. I think that before he arrived, this particular Chancellor, that was a widespread problem. I think he's done a great deal to put policies in place that no longer have those situations. I know there has been great movement in getting those services down to children when they really need them.

Chairman OWENS. Would you say in this district that the federally-funded programs are all being utilized to the full——

Ms. GOODMAN. Absolutely. We have a very, very good director of funding programs here who is very knowledgeable about how to get the money to the school. And also the Chancellor was talking about school-based management.

There are 22 schools in this district. Fourteen of them have opted for school-based managed. And the business manager and the director of funding programs have had to revamp their budgetary regulations in order to make sure the monies do get to the school. And they've done that here in this district, and we're very proud of that.

What these students have pointed out is that we have a lot of problems we are beginning to address now. We talked about unli-

censed teachers. One of the reasons that we have many people teaching that are unlicensed, particularly in math and science is—people come into teaching for a variety of reasons, one of which—for a lot of people—has been that they like children.

But as far as financial rewards are concerned, we do not pay people what they deserve in terms of wanting to make this a career. And you find that people have to leave at 3 o'clock, go take another job to sustain themselves. One of our problems is that until you can get qualified people into every school situation, we're going to have a situation like—But it's very difficult when the pool of people out there, particularly for math and science, is very small.

Chairman OWENS. Thank you very much. Mr. Ballenger.

Mr. BALLENGER. Thank you, Mr. Chairman.

I would just ask anybody. We were just discussing the redistricting of the area and yet, the superintendent said that they're picking up 18,000 students this year or 25,000 next year. It doesn't sound right; does it?

Chairman OWENS. Texas, California and Florida are getting all the congressmen. They must have a worse problem than we do in terms of increases.

Mr. BALLENGER. It really doesn't make sense to me. Did the population of New York increase in this last decade?

Chairman OWENS. New York State population increased but only slightly compared to Texas, California and Florida.

Mr. SERRANO. Well Texas and California have the same problem as Florida which is the more minority people you have, the greater the chance of an undercount. Except we think that our undercount was more severe then in some other places.

Chairman OWENS. There are people who go to school who were not counted in the census.

Mr. SERRANO. Exactly.

Mr. BALLENGER. I come from North Carolina and we didn't have this problem. We allocate in North Carolina on the basis of the number of students. Is that the way the State of New York does it?

Mr. SERRANO. Yes.

Mr. BALLENGER. I'm trying to get an education for myself because I don't know a great deal about New York City schools. Standing room only in classes, that's against the law in North Carolina. I don't understand how that can be.

Ms. GOODMAN. School buildings are utilized differently than they were when these buildings were built 50 years ago. You have a number of different kinds of uses for rooms, so that takes the number of classroom seats and reduces it. Computers now. Thanks to Congressman Serrano, we do have computers in a number of our schools.

We have a variety of other things going on. Group counseling. In some of our high schools we have day care centers for our pregnant teens. Schools are being utilized in different ways. Nobody would have thought that those utilization situations have to be—and that's one of the problems that we're having too.

Mr. BALLENGER. One more question and I'll quit. The funding—the bond issues and so forth that we do at home for building

schools and the schools are basically under the State so that the bond issues—the government doesn't charge.

Is New York City over the school system, or is New York City in the school system of New York; are there two separate entities as far as selling bonds and financing and so forth?

Mr. SERRANO. They are two separate entities except that the city controls the budget, and when you control the budget——

Mr. BALLENGER. I understand.

Ms. GOODMAN. And also we've had a study done which it shows that for the last 10 years the percentage of tax levied funds that have gone into New York City schools, have consistently decreased. The city contribution has steadily declined over time. And that is what we're still talking about in terms of what you can buy for what we get.

Mr. BALLENGER. Thank you very much, Mr. Chairman. And when you two come up in committee and want sympathy, I'll guarantee you I'll give you sympathy.

Chairman OWENS. You made a public statement, we'll hold you to it.

Mr. SERRANO. I'll be brief. Mr. Ballenger, just to touch on your comments because I know that they were sincere desires to understand the problem just the same way that I am not trying to become an expert on agricultural issues that I have never seen in the Bronx before.

The biggest problem we have in areas like the South Bronx is the lack of understanding by most of America. At the expense of sounding like any president when they want to say nice things about the American people, if the American people actually knew the conditions that others live under and study under in this country, the most conservative person would sympathize.

The horror stories in this city about hallways being used to teach in, bathrooms being used as classrooms, and closets being used as mini-classrooms, I am sure would make someone in Waukeegan, Illinois who heard about it, say "That can't be."

Another thing that we have to understand is that every time we score an international victory, we directly invite more people to come to this country. We are now definitely the number one power in the world. Everybody is imitating our democracy because we just won a war.

This is a dangerous thing to say you misunderstood. There are now a couple of thousand more people in Latin America, Africa, and other places that see New York and the United States as a place to come.

Except that they do not go to Waukeegan and they do not go to Beverly Hills. They come to LA and San Antonio and spots in New Mexico, and most come to New York City.

And the same people throughout the country who feel good about our victories, are the first ones who don't want to send these city extra dollars to deal with these problems.

The big problem for Major and I, and other people, is how do we let America know that we carry not only the burden of paying for the police protection of the United Nations building and all the diplomats and we don't get reimbursed for, but we also carry the wonderful burden—because we are not against people coming here,

we all came here—of having to deal with all the victories this country has and all the publicity that says that we are the greatest country on earth and this is where you should come.

First of all, Ms. Goodman, I want to thank you for being here. She has known me since the days when I was a paraprofessional in the classroom in District 7. And I want to thank you students for doing something that I never had an opportunity to do and that is to come before a congressional panel. I think you should take this experience, regardless of the fact that you will not leave here today with all the answers to the problems, and share it with your fellow students and classmates to let them know that it is possible to come before a congressional panel and that we intend to have more hearings in the future.

We thank the Chairman for coming here and Mr. Ballenger for coming all the way from North Carolina.

Chairman OWENS. Thank you.

[Whereupon, at 2:15 p.m., the subcommittee was adjourned.]

[Additional material submitted for the record follows.]

WRITTEN STATEMENT OF MICHAEL KLITZNER AND ALLAN Y. COHEN

Sub-Committee on Select Education Field Hearing on Substance Abuse

New York City, May 17, 1991

This testimony is submitted by Michael Klitzner and Allan Y. Cohen. Michael Klitzner is a Senior Research Scientist and Allan Y. Cohen is President and Executive Director at the Pacific Institute for Research and Evaluation, a private, not-for-profit research firm that specializes in drug and alcohol abuse prevention. For the past dozen years, Dr. Klitzner has written and conducted research on drug education and prevention programs. He has been a consultant on drug education and its evaluation to the National Institute on Drug Abuse, National Institute on Alcohol Abuse and Alcoholism, Office of Substance Abuse Prevention, United States Department of Education, National Highway Traffic Safety Administration, and the Pan American Health Organization. He was the author of a chapter entitled "An Assessment of the Research on School-Based Prevention Programs" in the U.S. Department of Education's 1987 "Report to Congress and the White House on the Nature and Effectiveness of Federal, State, and Local Drug Prevention/Education Programs." Dr. Cohen is a leading expert in substance abuse prevention, and for over twenty years, he has consulted with Federal, State, and local agencies on drug abuse policy and programs. He serves as Associate Editor of the *Journal of Primary Prevention* and on the Board of Directors of the National Association of Prevention Professionals.

We will confine our comments to an analysis of the current, "drug-free" and "no-use" philosophy that underlies most, if not all, Federally funded drug prevention activities.

It has become common to refer to the goal of substance abuse prevention as achieving and maintaining "drug-free" lifestyles or behavior in a given population. Thus, one commonly hears of "drug-free schools," a "drug-free work force," or the creating of "drug-free" zones in communities. Since all psychoactive substance use involves risk, such goals are justifiable and are probably desirable. Moreover, from a public policy perspective, the expectation is clearly defensible that students, workers, and community members will obey the law and avoid the use of illegal drugs and the under-age use of alcohol. However, in practice, the "drug-free" goal

appears to present some important roadblocks to effective responses to substance abuse.

First, it must be noted that the goal of a "drug-free" society is a peculiarly American notion. Visiting scholars and practitioners from other countries often comment on this fact, noting that in other industrialized nations, a public health-based strategy of "control" -- similar to that employed in the United States with regard to HIV infection -- is much more common than a strategy of "eradication." Control strategies seek to limit the spread of a disease, while at the same time attempting to minimize its impact on those who are affected.

Second, there is no research evidence of which we are aware that the drug-free philosophy is a more effective or productive basis for prevention planning than a philosophy that accepts that some use will occur and that seeks to minimize the consequences of that use. For that matter, there is little evidence that the drug free philosophy is more effective than the much maligned "responsible use" philosophy that was the basis of the earliest modern drug education programs. We do not wish to be construed as advocates of responsible use. Much more potent and dangerous substances are now available than were available in the 1960s, and we do not believe one can "responsibly" break laws, whatever one may think of them. We merely note that rigorous comparisons of the effectiveness of programs based on these various philosophies has not been attempted.

Importantly, the goal of a "drug-free America" may ultimately be counterproductive because it is obviously unattainable. Although significant down-turns in use are already being observed in some populations, and although there is historical reason to suspect that these will continue, it is patent nonsense to expect that the use of psychoactive substances can be totally eradicated in America. Even if one limits the discussion to drugs other than alcohol, it is highly unlikely that all psychoactive substance use will cease. Of course, a "drug-free America" may be viewed as a vision or metaphor, but it is to be expected that the American public will eventually realize (if most have not realized already), that this goal can never be achieved. An erosion of public trust in the government's drug control efforts may result from this realization.

A more insidious aspect of the "drug-free" philosophy is that it leads to a simplistic view of the drug problem. Specifically, adherents to this philosophy sometimes distinguish only between non-users (good) and users (bad), and ignore the enormous diversity in the user population in terms of patterns of use and associated risk and problems. Once one removes the moral calculus of "non-user equals good, user equals bad," it becomes apparent that certain kinds of users pose very much more danger to themselves and others than do other kinds of users.

Again, although there is no risk-free use, no informed person would argue that the occasional marijuana user poses the same risk to himself and society as does the regular drug injector. These two groups of users require very different interventions and perhaps different objectives. We would like both users to stop, but if they refuse, we would very much like the injector to switch to another mode of administration, use clean works, or, at the very least, stop sharing needles.

As a related point, there is a tendency among the most ardent "drug-free" advocates to be unconcerned about the safety of users. There is, of course, concern about the safety of others who come into contact with users (e.g., the victims of impaired drivers), but there is a sometimes puzzling unwillingness to support programs such as needle exchange or designated driver programs, which could prevent a great deal of suffering. There is little evidence that such a policy saves more lives than it risks.

There are several specific programmatic implications of the "drug-free" philosophy. First, there is currently an overemphasis on preventing the very first experimental use of alcohol and other drugs. This "no-use" orientation increasingly disallows educational and motivational incentives for the discontinuation of drug use among youth who have already experimented. For the 90% of high school seniors who have experimented with alcohol and the 50% that have experimented with drugs other than alcohol, "no-use" curricula can become irrelevant. We believe that it is urgent that the progression from experimentation to more frequent and risky use not be ignored in prevention efforts.

Second, although it is clear that prevention efforts must be supported by early intervention efforts such as student assistance programs, the effectiveness of these early intervention efforts may be impaired in a "drug-free" school. In extreme instances, such programs may be resisted on the grounds that a drug-free school does not, by definition, need early intervention services. Alternately, when such programs do exist, the "drug-free" rhetoric may serve to stigmatize users, thus impeding early self-referral for services.

Third, advocates of "no-use" and "drug-free" approaches have had a profound impact on the formation of school policies, leading to excessively punitive approaches. "Zero tolerance" school policies combined with uncritically applied expulsion may have a beneficial effect on statistical surveys of school alcohol and drug use. However, such policies remove high risk children from environments where they might be helped and protected, leaving them to further their educations on the streets.

We believe that some of the momentum for the drug-free philosophy comes from an underestimation of the sophistication of American children and adolescents. There appears to be a concern that acknowledging that some use will occur will be construed by young people as condoning use. We certainly do not take such a stance with other attempts to guide young people's behavior. We fully expect young people to understand that they must attend school (at least up to a certain age), although we readily acknowledge that truancy occurs. Similarly, although we expect young people to be safe and sane drivers, we require (less so than we probably ought) that automobiles and roads be designed to minimize the injuries caused in a crash. We also rather readily acknowledge that going 90 miles an hour is more dangerous than going 57, although both are technically illegal on most roadways. This continuum of traffic safety risk is analogous to the continuum of risk associated with psycho-active substance use.

We think it is, at the very least, an empirical question as to whether adolescents can understand and live with the inherent ambiguity in a philosophy that clearly communicates societal expectations on the one hand (young people should not use illegal drugs and should delay alcohol use until they are of legal age), and that allows that some use will occur and attempts to

minimize the consequences on the other. Moreover, we believe that the concept of a continuum of risk can be introduced into drug prevention without conveying the message that use is acceptable.

We believe that the drug-free philosophy has served some useful public policy purposes. It has symbolized a seriousness of purpose, and a commitment on the part of government, parents, educators, and concerned citizens to address drug problems. We further believe, however, that it is time to entertain a more realistic and honest approach, grounded in a public health philosophy, that seeks to contain drug use to the greatest extent possible, that is based on a continuum of risk, and that acknowledges the importance of minimizing the health consequences of use.

JUN 2 6 1991

GAO United States
General Accounting Office
Washington, D.C. 20548

Program Evaluation and
Methodology Division

June 12, 1991

Wanser Green
Subcommittee on Select Education
U.S. House of Representatives
H1-A518 O'Neill HOB
Washington, DC 20515-6108

Dear Ms. Green:

During our May 17 testimony at the New York City hearing on drug prevention, I was asked a question by Representative Ballenger which I did not have sufficient information to answer at the time. I agreed to provide a response for the record. The attached page contains both the question (paraphrased) and my answer. Please accept this for the hearing record.

If you have any questions, please do not hesitate to call me at 275-5885.

Sincerely,

Robert York
Acting Director
Program Evaluation in Human Services Areas

Enclosure

cc: Representative Cass Ballenger

Q: Don't the annual evaluations required of states under the Drug Free Schools and Communities Act provide evidence of what strategies are effective?

A: No information was available during the period of our work, ending in fall 1990, on either drug education programs or recognition efforts to show the kind or quality of evidence of effectiveness that may be provided in the two kinds of evaluation reports required under the Act. First, the Drug Free Schools and Communities Act Amendments of 1989 for the first time directed each state to include the results of evaluation of the effectiveness of both state and local drug prevention programs in a required report to the Secretary of Education every two years. The department has contracted with Research Triangle Institute to collect the first set of these state reports and the results are not yet available.

Second, each local program is required by the 1989 amendments to report annually to the state the results of evaluation of its effectiveness. This new provision was effective December 12, 1989, so the first reports could have been due to the states starting in December 1990. Department officials told GAO they do not know whether the evaluation reports are being submitted or whether they provide evidence of effective strategies, since the department is not required by law to collect these evaluations and has no plans to do so.

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